DOCUMENT RESUME

ED 328 753 CE 056 953

TITLE Adequacy and Effectiveness of JTPA. Report 16.
INSTITUTION Illinois State Council on Vocational Education, Springfield.
PUB DATE 8 Mar 89
NOTE 78p.; Some pages contain light type.
PUB TYPE Reports - Evaluative/Feasibility (142)

EDRS PRICE MF01/PC04 Plus Postage.
DESCRIPTORS Adult Education; Adult Programs; *Dislocated Workers; Economically Disadvantaged; *Employment Programs; Federal Government; Federal Programs; Government Role; *Job Training; Middle Aged Adults; Participant Characteristics; Program Effectiveness; Program Evaluation; Secondary Education; State Government; *State Programs; Statewide Planning; Success; Youth; *Youth Programs
IDENTIFIERS *Illinois; *Job Training Partnership Act 1982

ABSTRACT

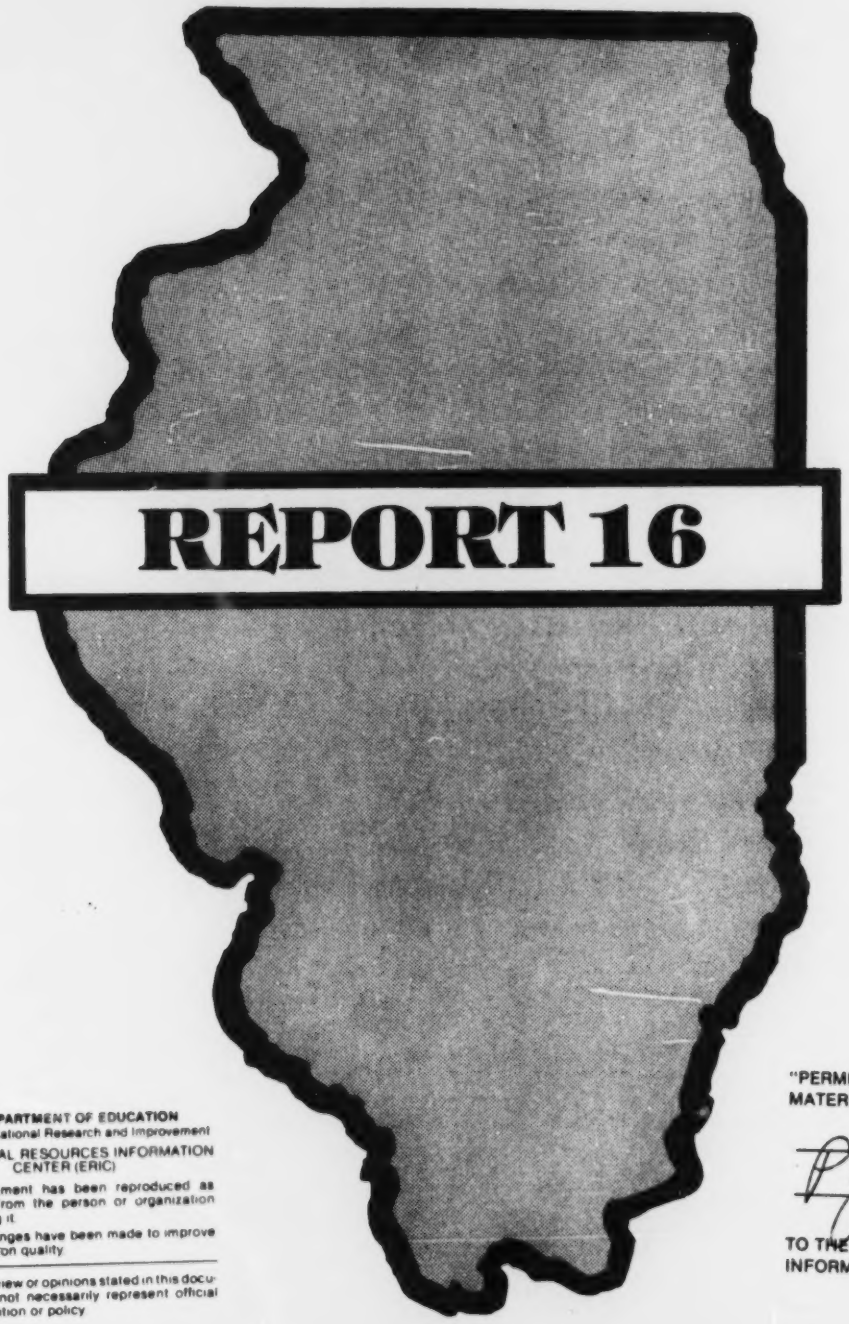
The Illinois Council on Vocational Education evaluated the adequacy and effectiveness of the Job Training Partnership Act (JTPA) in Illinois. Three categories of programs were offered: Title IIA Employment and Training Services to economically disadvantaged youth and adults and Older Individuals Programs; Title IIB Summer Youth programs; and Title III Dislocated Worker Programs. The operational structure included the federal and state governments, local service delivery areas, and dislocated worker centers. Programs were evaluated according to performance standards, performance indicators, enhancement indicators, and services provided. A survey regarding the adequacy and effectiveness of JTPA showed ratings ranging from 2.96 to 3.68 with 5 being the highest rating. Illinois used 94 percent of funds available for Title IIA and Title III programs and 90 percent of funds for Title IIB programs. Results of a review of participant characteristics and successes indicated that Illinois exceeded, met, or nearly met all established goals for populations to be served; exceeded substantially cumulative achievements related to performance standards and indicators; and tended not to meet enrollment goals of specific activities. Recommendations to improve adequacy and effectiveness were made. (7 references; 15 figures) (YLB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

CE

Adequacy and Effectiveness of JTPA

ED328753



U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

✓ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

P Johnson

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

ILLINOIS COUNCIL ON VOCATIONAL EDUCATION
1987-1988

This report is one in a series of 25 technical reports prepared to fulfill mandates of the Carl D. Perkins Vocational Education Act, 1984.

CE056953

TECHNICAL REPORTS
1987-1988

Technical reports of the Illinois Council on Vocational Education in this series designed to fulfill the requirements of the Carl D. Perkins Vocational Education Act, 1984 include:

Report 1 ICoVE's REVIEW OF THE STATE PLAN FOR IMPLEMENTING EDUCATION FOR EMPLOYMENT IN ILLINOIS FY 89-90

Report 2 DIALOGUE WITH EDUCATIONAL LEADERS: IMPLICATIONS FOR POLICY

Report 3 ADVICE TO THE PRIVATE SECTOR

Report 4 DISTRIBUTION OF VOCATIONAL EDUCATION FUNDS

Report 5 ACCESS OF TARGETED POPULATIONS TO QUALITY VOCATIONAL EDUCATION

Report 6 EVALUATING VOCATIONAL EDUCATION PROGRAMS IN ILLINOIS

Report 7 PRIVATE-SECTOR INVOLVEMENT IN VOCATIONAL EDUCATION

Report 8 IMPROVING VOCATIONAL EDUCATION QUALITY

Report 9 ACADEMIC FOUNDATIONS AND APPLICATION OF TECHNOLOGY

Report 10 REDUCING THE LIMITING EFFECTS OF SEX-ROLE STEREOTYPING

Report 11 PREPARING AND MAINTAINING WORKERS

Report 12 SERVING ECONOMICALLY DEPRESSED AREAS

Report 13 SUPPORT SERVICES FOR STUDENTS

Report 14 CONSUMER AND HOMEMAKING EDUCATION

Report 15 JTPA 8% FUNDS

Report 16 ADEQUACY AND EFFECTIVENESS OF JTPA

Report 17 PERCEPTIONS WHICH AFFECT COORDINATION BETWEEN JTPA AND VOCATIONAL EDUCATION

Report 18 TECHNICAL COMMITTEES AND ILLINOIS CURRICULUM

Report 19 EDUCATION FOR EMPLOYMENT: WHAT'S WORKING? WHAT'S NOT? (Public Hearings Report)

Report 20 PROGRESS TOWARD IMPLEMENTATION OF THE EDUCATION FOR EMPLOYMENT POLICY (A Survey Report)

Report 21 REGIONAL DELIVERY SYSTEMS: OPINIONS EXPRESSED BY BOARD MEMBERS AND ADMINISTRATORS (A Survey Report)

Report 22 EFFECTS OF THE ICoVE 1986-87 STUDY OF THE COORDINATION OF JTPA AND VOCATIONAL EDUCATION

Report 23 PERCEPTIONS RE: ADEQUACY AND EFFECTIVENESS OF THE JTPA AND V.E. ACT PROGRAMS IN ILLINOIS

Report 24 THE IMPACT OF STATE POLICY AND PRACTICES FOR EDUCATION FOR EMPLOYMENT

Report 25 CORRECTIONAL EDUCATION: A WAY TO STAY OUT (sub series)
- Monitoring and Evaluating the Services for Correctional Inmates (25A)
- Recommendations for Illinois with Supporting Statements (25B)
- Recommendations for Illinois and a Report of the Anderson Study (25C)

ILLINOIS COUNCIL ON VOCATIONAL EDUCATION

100 ALZINA BUILDING • 100 NORTH FIRST STREET • SPRINGFIELD, ILLINOIS 62702-5186 • PHONE 217/782-2892

GERALD W. SCHMIDT, Chair
Training & Public Affairs Manager
Caterpillar, Inc.
Aurora

Robert M. Beckwith
Manager, Education & Small Business Departments
IL State Chamber of Commerce
Chicago

Hartzel L. Black
Dean, Correctional Education
Vienna Correctional Center
Vienna

Ronald Borelli
President
CBM Computer Center and James F. Cahill, and Co.
Peru

James E. Denny
Director, Organization/Human Resource Development
International Minerals and Chemical Corporation
Mundelein

Marie Malinauskas
Conference Coordinator
SIU, Div. Continuing Education
Carbondale

Ina Minsky
Career Counselor
Jewish Vocational Service
Skokie

Ronald C. Morehead
Field Representative
IL AFL-CIO Manpower Program
Bloomington

Dr. Joseph C. Piland
President
Highland Community College
Freeport

Gordon L. Ropp, Past Chair
State Representative
Bloomington

Valee L. Salone
Executive Director
Nia-Comprehensive Center for Developmental Disabilities
Chicago

Mary Beth Stine
Vocational Director
Flora High School
Flora

Gerald M. Sullivan
Secretary-Treasurer
Chicago Journeymen Plumbers' Local Union #130
Chicago

PETER JOHNSON
Executive Director

CAROL J. MOELLMAN
Assistant Executive Director

DATE: March 8, 1989

TO: Governor James R. Thompson
Lauro Cavazos, Secretary of Education
Elizabeth Dole, Secretary of Labor
Illinois State Board of Education
Illinois Job Training Coordinating Council

The ICoVE is pleased to submit this report which addresses the adequacy and effectiveness of the Job Training Program in Illinois. The JTPA has been administered in a very professional manner by the Illinois Department of Commerce and Community Affairs and is to be commended for the excellent leadership they have provided for the State of Illinois. This is also true of the many fine dedicated SDA directors and staff.

ICoVE utilized several resources to obtain the information in this report. These include reports from the Illinois Job Training Coordinating Council, the Department of Commerce and Community Affairs, and surveys of the SDA conducted by ICoVE and the expertise of council members who serve on other state agencies addressing the needs of JTPA. In addition, ICoVE drew upon its own involvement and expertise in regard to JTPA. Members of ICoVE serve on private industry councils (PIC's), the Illinois Job Training Coordinating Council (IJTCC) and its committees, and participate in the delivery of JTPA programs at the local level.

ICoVE found many fine things happening as a result of JTPA and the funds provided the State of Illinois. Programs served economically disadvantaged youth and adults having characteristics frequently causing them to encounter barriers to employment. In addition, JTPA programs serve dislocated workers and disadvantaged youth who have been identified as potential dropouts.

The cumulative achievements related to performance standards and indicators are exceeded substantially in Illinois. This extent might suggest one of two situations. First, the performance standards may be too low. Secondly, creaming of applicants may be occuring.

ICoVE's recommendations address the findings in the report. Some recommendations addressed in this report needing immediate attention by all those involved in administration of JPTA are:

1. Review the summer youth programs and clarify JTPA purposes. State goals and achievements which should be sought by program deliverers. Summer youth programs should deliver services to participants which enable them to exit and transition into other programs, education or work.

   ICoVE fears that some SDA's have used summer youth programs to fill summer positions needed by local public agencies rather than making them meaningful training stations for the youth being served.

2. Take advantage of the extent to which performance standards and indicators in Illinois are in excess of the required level of performance by seeking participants who are most difficult to serve.

3. Identify ways to increase the amount of academic training received by JTPA participants.

4. Identify services from which JTPA participants might benefit after they terminate programs in an effort to retain and advance in employment.

5. Identify ways JTPA can expand its partnerships with the vocational education programs in Illinois.

ICoVE wishes to thank all those who assisted in providing information for this study. We trust it will be helpful in making a good system even better.

Sincerely,

Ronald C. Morehead

Ronald C. Morehead

REPORT 16

ADEQUACY & EFFECTIVENESS OF JTPA

COMMITTEE MEMBERS
Robert Beckwith
Ronald Morehead
Mary Beth Stine

Illinois Council on Vocational Education
100 Alzina Building
100 North First Street
Springfield, Illinois 62702

1987-1988

CONTENTS

Preface v
Acronyms and Definitions vii

JTPA PURPOSES. 1

Title II Overview 1
Title III Overview. 2
Summary of Participants 3
Eligibility 3

ADMINISTRATIVE & OPERATIONAL STRUCTURE 7

Federal Role. 7
Governor's Responsibilities 7
State Agency Authority and
Responsibilities. 8
Illinois Job Training Coordinating
Council Functions 8
Local Organization: SDAs and Centers . . . 10

EVALUATION OF JTPA PROGRAMS. 13

Process 13
Title IIA, Employment and Training,
Youth and Adults. 13
Performance Standards. 14
Performance Indicators 15
Enhancement Indicators 17
Exemplary Youth Indicators . .17
Title IIA, 3% Older Individuals 18
Performance Indicators 18
Title III, Dislocated Workers 19
Performance Indicators 20
Title IIB, Summer Youth 21
Services Provided. 22
Performance Indicators 22
Title IIA, 8% Education and
Coordination Grants 24

ICoVE SURVEY RE: ADEQUACY AND EFFECTIVENESS OF JTPA 25

USE OF FUNDS 29

Title IIA, Employment and Training;
Title IIA, Older Individuals; and
Title III, Dislocated Workers 29
Title IIB, Summer Youth 31

JTPA PARTICIPANT CHARACTERISTICS AND SUCCESSES 33

Employment and Training (Title IIA),
Older Individuals (Title IIA),
Dislocated Workers (Title III). 33
Participation and Termination. 33
Activities Serving JTPA Participants. 35
Gender Characteristics 40
Racial Characteristics 41
Low Economic Status Characteristics. 44
Employment Status of Participants 46
Age Distribution 47
Educational Achievements . . .49
Encountering Barriers to Employment. 50
Substantial Segments 53

SUMMER YOUTH PROGRAMS, TITLE IIB 53

STATE AND OTHER FEDERALLY FUNDED EMPLOYMENT AND TRAINING PROGRAMS. 59

Community Development and Assistance Program. 59
Illinois Industrial Training Program (ITP). 59
Displaced Homemaker Programs. 60

CONCLUSIONS. 61

RECOMMENDATIONS. 67

Resources. 69

ICoVE Membership

PREFACE

The Carl D. Perkins Vocational Education Act of 1984 expanded responsibilities of State Councils on Vocational Education with regard to job training. The Act requires the Illinois Council on Vocational Education to evaluate (every two years), not only programs carried out under the Perkins Act, but also programs carried out under the Job Training Partnership Act. More specifically, the Act states that the Council shall:

> ***"evaluate . . . program delivery systems . . . under the Job Training Partnership Act, in terms of . . . adequacy and effectiveness in achieving the purposes . . ." [Section 112 (d) (A)(i)]***

The Act goes on to state that the Council shall, "advise the Governor, the State Board, the State job training coordinating council, the Secretary [of Education], and the Secretary of Labor of these findings and recommendations."

The purpose of job training programs delivered under the Job Training Partnership Act (JTPA) as stated in section 2 of that Act is to-

> *"establish programs to prepare youth and unskilled adults for entry into the labor force and to afford job training to those economically disadvantaged individuals and other individuals facing serious barriers to employment, who are in special need of such training to obtain productive employment."*

This report, in conjunction with Report #15, JTPA 8% funds is prepared to fulfill the above stated ICoVE mandate. This report provides ICoVE's review of the Title IIA Employment and Training Services, Title IIA Older Individuals Programs, Title IIB Summer Youth programs, and Title III Dislocated Worker Programs. Summary information from Report #15, JTPA 8% Funds, is included where appropriate.

Additional ICoVE reviews pertaining to JTPA programs are located in two other ICoVE technical reports. Those documents address coordination topics. The reports include:

Report 17:	Perceptions Which Affect Coordination between JTPA and Vocational Education
Report 22:	Effects of the ICoVE 1986-87 Study of Coordination of JTPA and Vocational Education

This report, addressing the adequacy and effectiveness of the delivery system of Illinois' JTPA services in meeting the purpose of the JTPA, is a synthesis of data and information about the participants served and the results of those services. The results are reported as the extent to which performance

standards were met and the presence of performance indicators such as youth positive terminations, entered employment rate, program objectives, program costs, planned versus actual participation, and other available information.

Contents of this report rely heavily on reports of the Illinois Job Training Coordinating Council and the Department of Commerce and Community Affairs (state agency having JTPA responsibility). Data used in the report are from the on line Management Information System (MIS) provided by DCCA staff. Data includes JTPA program years 1986 and 1987. These are state fiscal years 1987 and 1988 and referenced throughout the report according to fiscal year.

The format and data configurations used in this report are ICoVE's. In its review, ICoVE acknowledged standards and criteria of the JTPA performance and accountability system, including both Illinois and federal goals. ICoVE also noted additional performance it viewed as having merit in meeting Illinois needs.

In addition, ICoVE drew upon its own involvement and expertise in regard to JTPA. Members of ICoVE serve on private industry councils (PICs), the Illinois Job Training Coordinating Council (IJTCC) and its committees, and participate in the delivery of JTPA programs at the local level.

ACRONYMS AND DEFINITIONS

CBO = Community Based Organization
CEO = Chief Elected Officials
CIS = Career Information System
DCCA = Department of Commerce and Community Affairs
EFE = Education for Employment
ICCB = Illinois Community College Board
ICoVE = Illinois Council on Vocational Education
IOICC = Illinois Occupational Information Coordinating Committee
ISBE = Illinois State Board of Education
JTPA = Job Training Partnership Act
LEO = Local Elected Officials
LMI = Labor Market Information
MIS = Management Information System
OIS = Occupational Information System
OJT = On-the-Job-Training
PIC = Private Industry Council
RDS = Regional Delivery System
SDA = Service Delivery Area

Adult = individuals 22 years or older

FY 87 = PY 1986; FY 88 = PY 1987 (FY = Fiscal Year; PY = Program Year)

Termination = Left program or activity regardless of reason, during the program year

Youth = individuals age 14-21 years

Youth Positive Termination = Youth who terminate for one of the following reasons:

- entered another training program (not Title II)
- completed program objectives, other than unsubsidized employment
- completed major level of education (such as grade school, high school, GED, or diploma, certificate or degree program)
- attained youth competencies as defined by local PIC
- obtained unsubsidized employment

JTPA PURPOSES

Public Law 97-300, the Job Training Partnership Act (JTPA), establishes the purpose of the Act in Section 2 as follows:

> ***It is the purpose of this Act to establish programs to prepare youth and unskilled adults for entry into the labor force and to afford job training to those economically disadvantaged individuals and other individuals facing serious barriers to employment, who are in special need of such training to obtain productive employment.***

JTPA has three broad categories of programs. Within each one of the categories, programs target specific functions and populations to be served. The major categories, along with specific functions are briefly described here. The average participation during the past two years is also given. Participation decreased in all categories the second year. Each program is described in greater detail, including program results, later in this report.

TITLE II OVERVIEW

Title IIA

TRAINING SERVICES, DISADVANTAGED YOUTH AND ADULTS

Seventy eight percent (78%) of the funds available under Title IIA are used to provide training services to economically disadvantaged youth and adults to assist them in preparing for employment.

Programs are locally administered in the 26 SDAs by the CEOs and PICs in partnerships.

Funds flow directly to SDAs by the formula described in the JTPA.

Average annual participation (two year period) = 34,266 adults and 30,907 youth.

OLDER INDIVIDUALS

Three percent (3%) of the funds available under Title IIA are used to provide services to older individuals (age 55 and older).

Funds are designated to service providers based on performance contracts.

Average annual participation (two year period) = 2,966 adults.

EDUCATION AND COORDINATION GRANTS

Eight percent (8%) of the funds available under Title IIA are designated to state education agencies to provide services to participants and coordination with various service providers.

ISBE receives 75% of the funds; ICCB receives 25%. ICoVE Report 15 provides detailed information regarding these programs.

Average annual participation (two year period) = 5,012 adults and 3,370 youth.

INCENTIVE BONUSES

Six percent (6%) of the funds available under Title IIA are used to provide incentives to SDAs that exceed the performance standards established under JTPA and to provide technical assistance to those SDAs that do not achieve performance standards required by JTPA.

ADMINISTRATIVE EXPENSES

Five percent (5%) of the funds available under Title IIA are used for administrative activities, auditing, preparation, and carrying out the Governor's Coordination and Special Services Plan and activities of the Illinois Job Training Coordinating Council (IJTCC).

Title II B

SUMMER YOUTH

Funds are used to provide employment and training opportunities for disadvantaged youth during the summer. In preparing youth for employment, services such as basic and remedial education, OJT, employment counseling, job search and placement, and occupational training may be provided.

Funds are allocated directly to the 26 SDAs by the formula described in the JTPA.

Average annual participation (two year period) = 36,098 youth.

TITLE III OVERVIEW

DISLOCATED WORKERS

Funds are used to assist workers who are dislocated because of plant or facility closings, layoffs, or technological changes. Illinois funds 19 dislocated worker centers and reserves funds to respond quickly to areas where there are mass layoffs or plant closings and which centers are unable to serve. In addition to employment and training, job search, vocational assessment, retraining, outreach, and counseling are major services provided.

Funds are distributed in accordance with policies recommended by the Dislocated Workers Task Force and approval by the Illinois Job Training Coordinating Council.

Average annual participation (two year period) = 12,787 adults and 203 youth.

SUMMARY OF PARTICIPANTS

Economically disadvantaged youth and adults are provided programs, services, and activities to assist them to enter or re enter the labor force. During the past two years, JTPA in Illinois has assisted the following in this endeavor:

	FY 87	FY 88	Two Year Average	Percent Decreases
Adults	56,241	53,829	55,035	4.3% ↓
Youth	75,301	65,859	70,580	12.5% ↓
Total	131,542	119,688	125,615	9.1% ↓

ELIGIBILITY

Title II
(including IIA, IIB, Older Individuals)

As stated in the Act, JTPA programs are to be provided to individuals who are "economically disadvantaged" or others "facing serious barriers to employment who are in special need of such training to obtain productive employment."

Youth and adults are defined as:

- Youth, aged 16 to 21, including 14 and 15 year olds if the PICs and LEOs desire;
- Adults, aged 22 and older.

Economically disadvantaged is defined by the JTPA as one who:

- Receives cash welfare payments under a federal, state, or local welfare program (applicable to individual or member of a family);
- Has a total family income (six months prior to application) in relation to family size that was not in excess of the higher of

  · federal poverty level guidelines,

- 70% of the lower living standard income level [individual or family member; excludes child support, welfare, and unemployment compensation];

- Receives food stamps;
- Is a foster child on behalf of whom state or local government payments are made;
- Is a handicapped adult whose income meets income criteria, but whose family income does not.

Individuals (a maximum of 10%) who may not meet eligibility requirements as being economically disadvantaged, but who have "barriers to employment," may also participate in Title II JTPA programs.

Barriers to employment eligibility in Illinois includes individuals such as those with the following characteristics:

- Limited English language proficiency,
- Displaced homemakers,
- School dropouts,
- Single head of household,
- Teenage parents,
- Handicapped,
- Older individuals,
- Veterans,
- Offenders.

Older individuals programs, in addition to being for economically disadvantaged, serve only those who are 55 years of age and older.

Title IIB, summer youth programs require youth to be economically disadvantaged and 16 21, unless 14 15 year olds are approved by the PIC and LEO.

Title III
(Dislocated Workers)

The Title III funds for providing services to dislocated workers are governed by different eligibility requirements. Individuals must fulfill one or more of these categories.

CATEGORY 1:

- Terminated or laid off.
- Received a notice of termination or lay off.
- Eligible for or has exhausted entitlement to unemployment compensation.
- Unlikely to return to previous industry or occupation.

CATEGORY 2:

- Terminated or notice of termination, resulting from permanent plant or facility closing.

CATEGORY 3:

- Long term unemployed.
- Limited opportunities for employment or re-employment in same or similar occupation in the area.

CATEGORY 4:

- Was self-employed.
- Limited opportunities, resulting from economic conditions in the community or natural disaster.

ADMINISTRATIVE & OPERATIONAL STRUCTURE

FEDERAL ROLE

The Job Training Partnership Act was enacted by Congress in October, 1982. New federal legislation for job training replaced the Comprehensive Employment and Training Act (CETA). The U.S. Department of Labor (DOL) has responsibility for allocating JTPA funds, monitoring state performance, interpreting the Act, developing regulations, and other administrative functions.

GOVERNOR'S RESPONSIBILITIES

The Governor is responsible for the overall administration and operation of JTPA in Illinois. Governor Thompson has designated the Division of Job Training Programs of the Illinois Department of Commerce and Community Affairs as having oversight responsibility for the administration of JTPA on his behalf. Below in Figure 1 is a listing of major responsibilities with the process used to fulfill the responsibility designated.

GOVERNOR'S RESPONSIBILITIES
Designate Service Delivery Systems
Certify private industry councils, assisted by DCCA
Appoint members of the Illinois Job Training Coordinating Council, according to Illinois statute must be confirmed by the Senate
Approve local (SDA) two-year job training plan, reviewed and approved through DCCA
Monitor local programs, in accordance with the Act and State policy, DCCA function
Evaluate local programs, in accordance with the Act and State policy, DCCA function
Modify performance standards as appropriate, DCCA function in consultation with IJTCC
Design incentive bonus award system to meet Illinois needs, DCCA function in consultation with IJTCC
Establish dislocated worker delivery systems, (i.e. Centers in Illinois), DCCA function in conjunction with IJTCC
Determine process for resource allocation to Dislocated Worker Centers and state reserved funds (Title III), DCCA function in conjunction with IJTCC
Determine types of programs and populations to be served by the 8% Education Grants and the 3% Older Individual programs, DCCA in consultation with the IJTCC, ISBE, and ICCB
Submit the Governor's Coordination and Special Services Plan to DOL, prepared by DCCA

Figure 1: Designation of the Governor's responsibilities for administering and operating JTPA in Illinois.

STATE AGENCY AUTHORITY AND RESPONSIBILITIES

The Illinois Department of Commerce and Community Affairs, on behalf of Governor Thompson, fulfills responsibility for planning, monitoring, establishing rules, approving local plans, allocating funds, auditing oversight, assisting local entities, and other administrative and operational functions. Figure 2 below lists major functions of DCCA's Division of Job Training Programs and highlights the process used to carry out the responsibility.

--DCCA/DIVISION OF JOB TRAINING PROGRAMS-
Allocate resources to SDAs which are not formula allocated, including 3% Older Individual programs, 8% Education Grants, 6% Incentive Bonus, Title III, with recommendations from IJTCC
Develop policies and rules governing the administration and delivery of JTPA, in accordance with the Illinois Administrative Procedure Act; input from local administrators of SDAs and Dislocated Worker Centers
Monitor local programs, Division staff with use of monitoring instruments and scheduled visitations
Monitor two-year plans and grant programs, Division staff analyzes enrollments, expenditures, services to target population on an ongoing basis
Assist to improve programs, Division staff provides technical assistance to help SDAs and grantees correct plans to assure objectives are met
Oversee audits, work with audit firm to assure audit is in accord with state policy and JTPA regulation. Assist and monitor locals in correcting audit findings

Figure 2: Responsibilities of DCCA/Division of Job Training Programs for the operation and administration of JTPA in Illinois.

ILLINOIS JOB TRAINING COORDINATING COUNCIL FUNCTIONS

JTPA legislation requires gubernatorial appointment of a job training coordinating council to advise the Governor about issues related to employment and training programs. State statute in Illinois requires Senate confirmation of the appointments.

Membership of the Illinois Job Training Coordinating Council, in accordance with JTPA is comprised of the following representatives:

- 1/3 representatives from business and industry
- Not less than 20% represent
  - state legislature
  - state agencies and organizations
  - units of local government, including those administering JTPA
  - the eligible population and general public, including
    - organized labor
    - community based organizations
    - local educational agencies
- Reasonable representation of the state's population.

In addition, state statute established in August 1984 requires that at least four representatives of the "eligible population" be from organized labor. In accordance with the federal Carl D. Perkins Act of 1984 for Vocational Education, one member of the IJTCC must serve on the Illinois Council on Vocational Education.

The IJTCC, as required by JTPA, must be chaired by a non governmental member. The chair is appointed by the Governor. In Illinois the chair has always come from the private sector.

Three committees in addition to the executive committee provide the process through which the IJTCC operates. Committees assess and study issues related to the overall responsibilities of the IJTCC and then present their reports and recommendations to the full council for consideration. Highlights of major committee responsibilities are listed in Figure 3.

--IJTCC COMMITTEE RESPONSIBILITIES--

COORDINATION COMMITTEE	
Major Responsibility:	**Activities:**
Coordination of programs and services to benefit unemployed, underemployed and economically disadvantaged	Develops and reviews linkage and cooperative agreements concerning other federal, state, and local programs
	Reviews coordination agreements
	Monitors reports of coordination activities
	Reviews local plan for coordination activities
POLICY COMMITTEE	
Major Responsibility:	**Activities:**
Policy and planning pertinent to programs throughout the State	Advises regarding substantial segment data to be used
	Advises on management and policy used for providing programs
	Recommends how non formula allocated funds should be spent
	Monitors and addresses state and federal legislative issues related to job training
OVERSIGHT COMMITTEE	
Major Responsibility:	**Activities:**
Performance review of all JTPA programs	Recommends ways to improve programs
	Reviews plans of all state agencies with job-training related responsibilities
	Monitors JTPA programs at the state and local level
	Advises the Governor, the General Assembly, and state agencies about the effectiveness of their program

Figure 3: Responsibilities and activities of the IJTCC.

LOCAL ORGANIZATION: SDAS AND CENTERS

Local program functions are organized and delivered through two structures: the service delivery area or SDA and the dislocated worker centers. The operating authority and structure of each is described briefly below.

Service Delivery Areas

Illinois has 26 areas designated by the Governor in accordance with the JTPA to be the service delivery areas. Each service delivery area has a private industry council (PIC) comprised of members from the service delivery area as follows:

- Majority from private sector
- Education representatives
- Organized labor
- Economic development organizations
- Rehabilitation agencies
- Employment service

In addition, Illinois requires that women and minorities be represented on the PIC in proportion to their incidence in the labor force of the SDA.

The Illinois Council on Vocational Education has encouraged local and regional vocational educators and community college personnel working with occupational programs to seek appointment to the PICs as a means of facilitating coordination of JTPA and vocational education at the local level.

PIC members are appointed by local elected officials (LEOs) who seek nominations from various organizations in the SDA. Combined, the PIC and the LEO represent the private sector and local government partnership intended by Congress in the JTPA. They have joint administrative responsibility for the service delivery area (SDA).

The PIC and LEO determine who will handle the administrative functions (administrative entity) of the SDA, i.e. staff the SDA for day to day operations, and who will serve as the grant recipient, i.e. receive the funds. These may be the same or two separate entities. In Illinois the variety of choice has included the unit of local government, the PIC, community based organizations, and community colleges.

The LEO and PIC are responsible for designing the local two year plan for providing job training services in the SDA. Figure 4 illustrates responsibilities for planning and implementation in the SDA.

Centers

In addition to the 26 SDAs in Illinois, 19 service delivery structures have been identified to serve as Dislocated Worker Centers. The Title III Dislocated

PIC & LEO RESPONSIBILITIES

PLANNING	IMPLEMENTING
• Determine administrative structure • Identify grant recipient • Assess demographic information • Review occupational labor market information • Prepare budget • Identify program activities • Identify targeted populations to be served	• Establish policy to carry out the plans • Monitor programs • Provide oversight for activities • Evaluate in relation to plan • Use evaluation information to improve future programs

Figure 4: Responsibilities of PICs and LEOs.

Worker programs are operated by these centers. Each has an established task force which reviews needed programs and services and is responsible for Center services. The task force works with the IJTCC which has oversight responsibilities for Dislocated Worker programs. The Centers are discussed more fully later in this report.

EVALUATION OF JTPA PROGRAMS

Goals and standards for performance are established in the Act for each JTPA program. In some cases the Act establishes the authority for specific or additional standards. A brief summary of the evaluation process and criteria for each program follow.

PROCESS

The Management Information System (MIS) is used to collect and process information used in the evaluation process. The on-line system allows SDAs, Dislocated Worker Centers, and other JTPA grantees to have immediate access to their current status. The on line concept allows DCCA staff, responsible for monitoring the performance measures, to provide immediate technical assistance to help bring performance to the necessary standard before the end of the year.

The 6% set aside from Title IIA provides incentive funds to those programs exceeding the standard measure of performance. The funds are also used to provide technical assistance to those not meeting the standards.

TITLE IIA, EMPLOYMENT AND TRAINING, YOUTH AND ADULTS

The job training Act identifies specific criteria to be used by the Secretary of Labor in developing performance standards for programs. The standards apply to each of the 26 SDAs. Illinois developed a range for each standard for each SDA (see Table 1). The range, known as the "model adjusted values," includes lower standards and upper bands. The SDA is determined as having met the standard if its performance falls within the range. Criteria for performance standards include:

- Adult entered employment rate
- Cost per adult entered employment
- Adult welfare entered employment rate
- Adult average wage at placement
- Youth entered employment rate
- Youth positive termination, including
  - entered an employment or training program not funded under Title II JTPA
  - completed program objectives, other than entry into unsubsidized employment
  - completed major level of education
  - returned to full time school (dropouts)
  - attained youth competencies, as defined by the PIC and CEO

- obtained unsubsidized employment
- Cost per youth positive termination

In addition to the performance standards, SDAs are monitored and evaluated by DCCA regarding the rate at which actual and planned objectives were aligned in regard to the following performance indicators:

- Program enrollments and terminations
- Services to substantial segments (females, youth, older individuals, blacks, Hispanics, other minorities)
- Services to WIN registrants
- Services to school dropouts
- Quarterly expenditures

Performance Standards

During the two year period covered by this report (i.e. PY 86 and PY 87, or State FY 87 and FY 88), Title IIA Employment and Training programs in Illinois have exceeded all of the seven performance standards. Table 3 provides information about the combined performance standards of the 26 SDAs which comprise the Illinois program. The standards set by the "model adjusted values" are given for each standard, along with Illinois performance (FY 88). This program (Title IIA) provides services to 63,831 disadvantaged youth and adults.

TABLE 1
ILLINOIS PERFORMANCE STANDARDS

Standard	Illinois Performance	Model Adjusted Values Lower	Standard	Upper
ADULTS				
Entered Employment Rate	66.5%	52.3%	56.0%	59.7%
Cost Per Entered Employment Rate	$3,000.66	$5,397.30	$5,847.30	$6,297.30
Average Wage at Placement	$5.33	$4.85	$4.95	$5.11
Welfare Entered Employment Rate	56.4%	44.4%	48.2%	52.0%
YOUTH				
Entered Employment Rate	39.1%	28.1%	33.3%	38.5%

(Cont'd)

Table 1 (cont'd)

Standard	Illinois Performance	Model Adjusted Values Lower	Standard	Upper
Positive Termination Rate	78.0%	67.4%	72.4%	77.4%
Cost Per Positive Termination	$1,879.77	$3,699.73	$4,099.73	$4,499.73
Average Wage at Placement	$4.17	[Not a required performance standard]		

Performance Indicators

The 26 Illinois SDAs had positive results when the performance indicators were reviewed. Performance indicators assess the actual performance of the SDAs against the planned performance activities. Highlights of these, along with the "percent of the plan" figures, are shown in Figure 5 below. Additional details, such as actual numbers and participant rates may be found on the tables later in this report.

PERFORMANCE INDICATORS

Employment and Training for Disadvantaged Youth and Adult

Performance and Activities Met or Exceeded:

Enrollment 114%
Terminations . . . 120%

Substantial Segments (rate)

- Youth . . . . 5.6 higher rate
- Older individuals . . . . . met rate
- Blacks . . . 6.1 higher rate
- Hispanics . . . . . met rate
- Other minorities . . . . . .1 higher rate
- Handicapped 8.7 higher rate
- WIN Registrants . 4.0 higher rate

Activities

- Academic training . . . 116%
- Remedial education . . . no plan, served 2,986
- Vocational exploration . . . 1,605%

(cont'd)

Figure 5 (cont'd)

- Private Sector OJT 103%
- Regular Work Experience 356%
- Exemplary Youth 108%
- Education for Employment 109%
- Pre employment Skills Training 110%

- Try out Employment 103%
- Other Entry Employment Experience 108%
- Services Only 204%
- Employment and Training Services 144%
- Needs Based Payments 119%

Performance and Activity Goals Not Fully Met:

Substantial Segments (rate)
- Females 2.1 lower rate
- Dropouts 4.1 lower rate

Activities* (percent of plan)
- Vocational Training 98%
- Public Sector OJT 55%
- Limited Work Experience 88%
- School to Work Transition 41%
- Other 31%

*Not all unmet planned activities should be considered negative. Alternate activities may have been chosen resulting from assessment, which may have been better choices for the participants served.

Figure 5: Cumulative performance indicators of the 26 Illinois SDAs for Title IIA, Employment and Training programs.

Improving Performance. Through a cooperative arrangement and special grant, Illinois has joined five surrounding states to develop an alternative model for a regional approach to the performance standards model.

Incentive grants, from the 6% Incentive Funds set aside, provide additional funds to SDAs who exceed one or more of the standards. Programs operated by incentive grants must also meet standards. In addition, incentive funds are used to provide technical assistance to SDAs who are not meeting their performance standards. Funds are used to assist the SDA in activities designed to meet performance measures or indicators.

The IJTCC plays an active role in the review of quarterly basic indicator reports. The Council advises regarding the use of incentive grants and technical assistance funds.

Enhancement Indicators

Overall, youth employment enhancements accomplished 128% of the plan. Of the five components, two exceeded the plan, three did not:

- Entered other training - - - - - 126% of the plan
- Attained youth competency 137% of the plan
- Returned to full time school - - - - - 36% of the plan
- Completed program objective (age 14-15) - - - - - 75% of the plan

The JTPA requires that Title IIA Employment and Training programs have at least 40% of the participants who are youth. Illinois programs have slightly more than 47% youth.

Exemplary Youth Indicators

In addition to services provided to youth through the regular Title IIA Employment and Training programs, the job training plan designed by the local SDA may also include exemplary youth programs. Of the 30,169 youth participants, 11,393 or slightly over a third, participated in one of the four exemplary youth programs. (Summer youth programs serve an additional 718 youth in exemplary youth programs.) The programs are fashioned to meet unique and specific needs of youth and are described briefly in the following paragraphs.

Education for Employment Program. Program designed for youth who have not acquired a high school diploma or have a diploma and have educational deficiencies. In Illinois 802 youth participate in the program under this title, accounting for 109% of the planned enrollment.

Pre-employment Skills Training. Serves 14-15-year-old youth who do not meet academic levels of achievement and who plan to enter employment when they leave school. The SDAs reached 110% of the established goal and served 6,870 youth.

Entry Employment Experience Program. Designed for youth who have completed the pre-employment skills training (or its equivalent); have not recently been in paid employment for more than 250 hours (can be waived by the SDA plan); and are enrolled in secondary or GED programs (meeting minimum academic and attendance requirement). The program provides up to 20 hours a week employment during school term (full time during summer and holidays) with a maximum of 500 hours of entry employment. Illinois SDAs provided these experiences to 2,536 youth, exceeding their plan at 103%.

School-to-Work Transition. Gives priority to seniors who plan to enter the full time labor market. It provides occupational information, job search assistance, job clubs, job development and placement activities. This program only met 41% of its enrollment goal. It served 49 youth.

TITLE IIA, 3% OLDER INDIVIDUALS

Part of the Title IIA funds (3%) are set aside to provide training and services for older individuals. Eligibility regulations require individuals to be economically disadvantaged and over the age of 55.

The needs of older individuals are determined locally, involving the private industry council and the chief elected officials.

Performance Indicators

Performance of Older Individual programs are not determined by the performance standards used for Title IIA Employment and Training programs. Performance measures use some of the same standards, but also incorporate the locally identified needs and various other indicators of success.

Services provided to the older individual often include services such as counseling, job seeking skills, assessment, OJT, peer group support, and retraining, as well as training, assessment, support services, and job development. During the two most recent years, Older Individuals programs provided employment and training services to about 85% of the participants and "services only" to 64%.

All 26 SDAs provide programs and services to older individuals. Older individuals served the past year totalled 2,900, a 4.4% decline over the previous year. SDAs may contract with organizations or agencies to assist in providing services. Older individuals were also served by Title IIA Employment and Training and Title III Dislocated Worker programs (3,179).

Performance Improvement. The Illinois Job Training Coordinating Council reviews the quarterly basic indicator reports regularly. IJTCC advises on corrective measures if programs appear to be falling short of their planned objectives.

Many positive indicators appeared in the composite of the Older Individual programs. Figure 6 lists indicators and the level above or below the planned activities and accomplishments.

ILLINOIS PERFORMANCE INDICATORS
Older Individual Programs

Performance and Activities Met or Exceeded:

Enrollment	100%
Terminations	105%
Entered Employment Rate	66.0% (planned 57.1%)
Entered Unsubsidized Employment	122% of the plan
Cost Per Entered Employment Rate	$2,211 ($828 lower than plan)
Average Wage at Placement	$4.80

(cont'd)

Figure 6 (cont'd)

Substantial Segments (rate)
- Females - - - 7.6 higher rate
- Other minorities - - - 1.9 higher rate
- Handicapped 5.3 higher rate
- Dropouts 26.0 higher rate
- WIN Registrants .5 higher rate

Activities (percent of plan)
- Regular Work Experience - - - - - 139%
- Services Only - 149%
- Employment and Training Services - - - - 143%

Performance and Activity Goals Not Fully Met:

Substantial Segments (rate)
- Blacks - - - - 3.3 lower rate
- Hispanics - - 1.1 lower rate

Activities* (percent of plan)
- Academic Training - - 46%
- Private Sector OJT - - - - - 75%
- Public Sector OJT - 53%
- Limited Work Experience - - - - - 59%
- Needs Based Payments - 82%

*Not all unmet planned activities should be considered negative. Alternate activities may have been chosen resulting from assessment, which may have been better choices for the participants served.

Figure 6: Cumulative performance indicators for the Title IIA Older Individual programs in Illinois (FY 88)

Additional details concerning older individual participation in the 3% Older Individuals program are located later in this report.

TITLE III DISLOCATED WORKERS

Title III provides funds for training and placement programs for individuals who have been or will be permanently laid off or displaced by plant closings. Centers may also serve workers who possess skills no longer needed in the work place. Illinois uses 19 Dislocated Worker Centers, strategically located throughout the State, to provide the services.

Part of the Title III funds are set aside for use in "emergency" situations where large plant closings or multiple plant closings affect too many workers in areas that cannot be served by the Centers. The IJTCC reviews and advises on the use of set asides.

The Illinois system of centers is heralded as having the highest level of performance for Title III JTPA programs in the nation. The need for funds has resulted in seeking supplemental funds. The IJTCC sought and secured assistance from the Governor in securing $3,750,000 in additional funds for Illinois in FY 87.

During the two year period covered by this report, Dislocated Worker programs have had a 5.5% decrease in the number of participants, from 13,363 to 12,636.

The Title III Dislocated Worker programs account for 16% of the combined Title IIA Employment and Training and Older Individual and Title III Dislocated Worker enrollments. The termination rate for the Dislocated Worker programs is 20% below the other two, but the entered employment rate of those who terminate is 14% higher.

The program had 80% of its terminees enter employment (6,254). Dislocated workers also receive the highest average wage at placement ($7.76 per hour), as compared to $4.80 and $5.33 averages for the other two programs.

Performance Improvement. Dislocated Worker programs are reviewed and monitored by the IJTCC, as well as DCCA staff. The on line management information system provides for ongoing review so as to develop an immediate plan for correcting any problems which might arise.

The Centers use local advisory groups to assist in identifying needs and appropriate services.

Performance Indicators

Performance measures for the Dislocated Worker programs are negotiated between DCCA and the 19 Dislocated Worker Centers or any localized area contracts which may be necessary. The IJTCC must review and comment on the negotiated agreements. Criteria include:

- Entered employment rates
- Enrollments
- Expenditures
- Other criteria unique to the contract or Center

Some of the performance indicators from the Dislocated Worker Centers are shown in Figure 7. The information is the Illinois composite.

DISLOCATED WORKER PERFORMANCE INDICATORS

Success Indicators:

Cost Per Participant	$902.81
Entered Employment Rate	79.7%
Adult, 79.8%	
Youth, 79.4%	

(cont'd)

Figure 7 (cont'd)

Cost Per Entered Employment . . . $1,824

Average Wage at Placement $7.76
Adult, $7.80
Youth, $5.38

Activities:

- Vocational Training . . 103%
- Employment and Training Services . . . . 10,868 participants
- Needs Based Payment . . . 64 individuals

Activities* not meeting established goals:

- Academic Training . . . . 64.9 lower rate
- Private Sector OJT . . . . 16.3 lower rate
- Public Sector OJT . . 44.8 lower rate
- Services Only . . 24.0 lower rate

*Not all unmet planned activities should be considered negative. Alternate activities may have been chosen resulting from assessment, which may have been better choices for the participants served.

Figure 7: Cumulative performance indicators for Dislocated Worker Programs

Goals are not established for substantial segments. Dislocated Worker Programs have a substantially lower female participation rate, 37%. Minority population rates are within their incidence in the population, but blacks and Hispanic participation rates are substantially lower than in other JTPA programs.

For additional information and data about participants of the Dislocated Worker Programs, see other sections of this report.

TITLE IIB, SUMMER YOUTH

The Governor, the Private Industry Council (PIC), Chief Elected Officials (CEO), and the Illinois Job Training Coordinating Council (IJTCC) have the same authority and responsibilities for Title IIB as for the operation of Title IIA, Employment and Training Programs.

JTPA funds for Title IIB, Summer Youth Programs are allocated directly to the Illinois 26 SDAs. Programs operated in the SDA are operated by the PIC and CEO. A training plan for the Summer Youth Program must be approved by DCCA. The IJTCC reviews and monitors the training plan.

PICs and CEOs are responsible for identifying the program activities, substantial segments to be served, and the administrative structure to be used, as part of the SDA's training plan.

In Illinois, Summer Youth Programs are approved to operate from May September.

Title IIB serves economically disadvantaged youth, ages 16 21. If the PICs and CEOs identify a need for youth ages 14 15 and incorporate appropriate services in the SDA plan, this age group may also be served. During the summer of 1988, 31,784 youth participated in the summer youth program. Of these youth, 9,844 or 31% were 14 15 year olds.

Programs for summer youth differ from other JTPA programs in terms of intended outcomes. Although employment is an objective for the program, it is not the only objective. Many of the youth are in school youth who will return in the fall to continue toward high school completion.

Performance standards are not used to measure the success of summer youth programs. Accomplishments necessary for successful completion are described in the SDA plan. Completing the program and returning to school are considered success indicators of the program.

Services Provided

Summer Youth programs may use Title IIB funds to support the following types of services:

- Basic and remedial education
- Institutional and OJT
- Work experience programs
- Employment counseling
- Occupational training, preparation for work
- Job search and job club activities
- Employability assessment
- Any employment or training to provide employment or prepare youth for employment
- Support services to enable youth to participate

Performance Indicators

Congress established in the JTPA that achievement of purposes in the Summer Youth Program be determined by the PICs and the local units of government (LEO) in each SDA. These are to include:

- Criteria for measuring return on the investment;
- Attainment of recognized employment competencies;
- Completion of a level of education or its equivalency;

- Enrollment in other programs, apprenticeships, or enlistment in the Armed Forces;
- Returned to full time school (dropouts).

In addition, DCCA evaluates Summer Youth Programs by comparing the planned and the actual objectives realized by each SDA related to such information as the following:

- Program enrollment,
- Services to substantial segments (females, youth, blacks, Hispanics, other minorities, and including WIN registrants and dropouts),
- Monthly expenditures.

Planned activities are compared to actual results as one means of determining how well youth are being served in the summer program. In Figure 8, program results are described as well as the extent to which the planned level was achieved.

--SUMMER YOUTH SUCCESS INDICATORS--

Performance and Activities Meeting or Exceeding Plan

Participants - - 31,784 (99.8%)
Cost Per Participant - $1,097 (10% below estimate)
Average Wage at Placement - - - $3.83
Continued in School - - - 7,800 (133% of plan)

Substantial Segments:
- Females - - - - - 51% (.9% below plan)
- Blacks - - - - - 61% (8% higher than plan)
- Other Minorities - - - 3.1% (.9% above plan)
- WIN Registrants - - - 35% (3% planned)

Activities:
- Academic Training 2½ times plan
- Remedial Education - - 103% of plan
- Vocational Training 3 times plan
- Regular Work Experience 101% of plan
- Employment and Training Services - - 116% of plan
- Needs Based Payments 119% of plan

Performance and Activities* Not Fully Meeting the Plan:

Termination 19,356 (61% of plan)
Entered Unsubsidized Employment - - - 1,750 (58% of plan)
Youth Positive Termination 7,800 (30% of plan)

Youth Employability Enhancements:
- Entered Other Training 2 (2% of plan)
- Returned to Full time School (dropouts only) 22 (19% of plan)

(cont'd)

- Completed Program Objectives (14-15 year olds only) 235 (16% of plan)
- Completed Major Level of Education 10 (7% of plan)
- Attained Youth Competency 2,062 (15% of plan)

Substantial Segments

- Hispanics 10% (13% planned)
- Handicapped 14% (29% planned)
- Dropouts 6% (11% planned)

*Not all unmet planned activities should be considered negative. Alternate activities may have been chosen resulting from assessment, which may have been better choices for the participants served.

Figure 8: Cumulative success indicators for Summer Youth Program

Additional information about the summer youth programs and participants is located later in this report.

Performance Improvement. DCCA staff monitors the activities of the summer youth programs through the use of the on line management information system and by on site visitations. The IJTCC reviews information and program results and advises DCCA and the SDAs about ways to improve the activities.

TITLE IIA, 8% EDUCATION AND COORDINATION GRANTS

Unlike other JTPA programs, immediate employment is not a primary goal of the 8% programs operated through ICCB and ISBE. Establishment of goals and objectives for the programs, again with evaluation, is conducted as a joint effort involving ICCB, ISBE, DCCA and the IJTCC. Goals and objectives are established based on the nature of the program. Typical criteria used for evaluation include:

- Remain in school
- Improvement in academic programs
- Satisfactory completion of course work
- Attainment of youth competencies
- Entered employment

In addition, DCCA monitors and reviews planning data with actual results as part of the evaluation. Some of these criteria include:

- Enrollments
- Terminations
- Monthly expenditures

To evaluate programs for coordination, as opposed to programs directly serving participants, DCCA reviews the accomplishments of the program.

Additional information pertinent to the 8% JTPA programs may be found in ICoVE's Report #15, JTPA 8% Funds.

ICoVE SURVEY RE:
ADEQUACY & EFFECTIVENESS OF JTPA

The Illinois Council on Vocational Education conducted a survey which inquired about how adequately and effectively Illinois has been in meeting the overall purpose of JTPA. In addition, ICoVE asked about JTPA's impact, access to special populations, relevancy of programs to labor market needs, ability to meet the state's workforce needs, and success in promoting economic growth.

The effect of coordination between JTPA and vocational education as a result of the JTPA and the Carl D. Perkins Vocational Education Act was a third focus of ICoVE's study. Additional questions inquired about vocational education's success in meeting the purposes of the Perkins Act. (See ICoVE Report #23.)

Participants in the survey included

28 responses (71%) from community college staff (CC),
20 responses (76%) from JTPA's SDA staff,
34 responses (55%) from the secondary regional delivery system (RDS) vocational education personnel.

Respondents were asked to "answer from an Illinois standpoint only" and to "make comments" related to the questions.

A continuum was used for respondents to indicate how "adequately and effectively" the JTPA purpose had been met in Illinois. A one (1) on the continuum indicated "not very" and a five (5) indicated "very." The ratings were averaged for each group of respondents. (See Table 2).

TABLE 2

How adequately and effectively has the Job Training Partnership Act met its Statement of Purpose in Illinois?

Purpose:	Average Ratings:	
"to establish programs to prepare youth and unskilled adults for entry into the labor force and afford formal job training to those economically disadvantaged individuals and other individuals facing serious barriers to employment, who are in special need of such training to obtain productive employment."	3.47	SDA/JTPA
	3.09	RDS
	3.31	CC

Continuum: 1 = not very, 5 = very

Respondents were asked, **"What one or more changes would you make in the Job Training Partnership Act (JTPA)?"** Comments (paraphrased) from JTPA staff in the service delivery areas included:

- Give local SDAs greater freedom to plan innovative programs to address local needs.
- Provide stipends for participants in training.
- Ease performance standards for programs serving hard to serve.
- Relax 15% limit on supportive services.
- Prevent or diminish the loss of benefits (housing and medical) when public aid recipients go to work.
- Lift eligibility requirements so anyone that needs or desires services may receive them.
- Provide central coordination for all federal, state and local employment and training at the local level.
- Change income regulations (for Title III).
- Use training funds for academic programs.
- Make "completion of objectives" a positive termination.
- Change funding formulas to reward percent of disadvantaged.
- Offer programs to "remain competitive," particularly for non eligible employees.

Respondents from vocational education's regional delivery systems had several suggestions for changes in the JTPA:

- Improve publicity, make more visible to those who could use it.
- Increase testing to determine placement.
- Assist more with job placement.
- Serve everyone who is unskilled.
- Offer training to everyone who needs it.
- Provide highly motivated professional counselors in JTPA offices to assess clients and needs.
- Plan individual program leading to employment.
- Improve cooperation among service providers.
- Reduce paperwork.
- Coordinate more with secondary.
- Provide more long term training.
- Enhance assistance for potential dropouts.
- Require JTPA programs in all schools.

Community college personnel had ideas about how changes could improve the JTPA:

- Tie funding to competitive RFPs [requests for proposals].
- Eliminate profit motives.
- Share SDA plan with community colleges and RDSs.
- Allocate more funds to adults, aged 25 45; less to older workers and summer youth.
- Reduce emphasis on OJT (on the job training).
- Decrease emphasis on short term training.

- Increase emphasis on classroom training/education leading to employment in a meaningful career.
- Change implementation, not the Act itself.
- Flow all funds through ICCB and ISBE.

ICoVE questioned respondents about more specific Illinois progress. Average ratings by the three groups are given in Table 3.

All three responding groups rated "access of programs to special populations" as one area in which JTPA in Illinois has done fairly well. Opinions varied in other categories. SDAs and RDS rated the results most alike when comparing the ratings from "most to least." The SDAs, overall, rated the adequacy and effectiveness higher than the other groups, followed by community colleges. The RDSs rated them lowest. All average rates were satisfactory.

TABLE 3

How adequately and effectively has Illinois met the stated purposes of the Job Training Partnership Act?

Specific Purpose	Average Rate		
	SDA	RDS	CC
Impact of program offerings on unemployment	3.11	3.12	3.44
Accessibility of programs to special populations	3.68	3.36	3.41
Relevance of training and retraining to labor market needs	3.39	3.43	3.25
Improvement and expansion of programs to meet the state's workforce needs	3.05	2.96	3.26
Promotion of economic growth	3.63	3.16	3.22

Continuum: 1 = not very, 5 = very

No one from the job training community added comments related to the questionnaire items. One community college representative remarked that JTPA is training for current jobs and noted that economic growth comes from new jobs. Another asked, "What price to our education programs has JTPA been?"

Representatives from the regional delivery systems added several comments. Examples (paraphrased) follow:

- From a secondary viewpoint, very little effect from JTPA.
- Most money is spent for community college training and OJT.
- Right on target!

- Special populations don't know about programs; many don't have newspapers.
- Raising performance standards raises questions about serving difficult-to-serve who are most in need of the programs.
- Threat of contract loss for not meeting performance standards results in providing services to higher level of clients and rejecting those who need it most.

USE OF FUNDS

TITLE IIA, EMPLOYMENT AND TRAINING SERVICES; TITLE IIA, OLDER INDIVIDUALS; AND TITLE III, DISLOCATED WORKERS

During FY 88, Illinois had $112,704,766 available to provide job training to disadvantaged youth and adults, older individuals, and dislocated workers. (Additional funds were available under JTPA for other purposes such as the JTPA 8% Education Grants and the Summer Youth program.) Illinois used 94% of the funds available for these programs, thus being within 6% of the planned use. Older Individuals programs used only 89% of the funds anticipated.

The primary use of JTPA funds is for training (73%). Program administration accounts for 15% and participant support uses 12%. (See Table 4, page 30.)

Other financial information is cited below. Table 4 provides a more detailed accounting.

- Title IIA, Employment and Training Services for youth and adult spent nearly 94% of the funds planned. The programs for youth used 105% of the amount planned, while the adult programs used 88% as much as was planned.

- The primary factor causing youth expenditures to exceed the planned use was the amount needed for participant support. Over 25% more was needed than expected.

- Participant support for adults also exceeded the plan, but only by 2%.

- Participant support for the Dislocated Workers Programs fell considerably short of what was anticipated, requiring only 70% of the planned use.

- During fiscal year 1987 the amount used for participant support in all three programs was 89% of the planned use. The total expenditure was 11.6% of all expended funds, as compared to 12.9% in FY 88.

- Administrative costs were 10 14% of the total planned expenditures. Actual expenditures for each of the three programs were about 8% lower than planned.

- The actual percent of funds used for training was 72% for Employment and Training Services (adult and youth programs) and

82% 84% for the Dislocated Worker and Older Individuals programs. Seven to 8% of the difference was participant support necessary for youth and adults in Employment and Training programs. The remaining 1 2% difference was administrative costs.

TABLE 4
FINANCIAL EXPENDITURES OF JTPA PROGRAMS
Fiscal Year 1988

USE OF FUNDS	PLANNED EXPENDITURE	ACTUAL EXPENDITURE	ACTUAL PERCENT	PERCENT OF PLAN
TITLE IIA, EMPLOYMENT & TRAINING (youth & adults)				
Administration	$15,201,244	$14,006,676	15%	92%
Training	69,759,077	65,358,139	72%	94%
Participant Support	11,609,187	11,779,689	13%	102%
TOTAL	**$96,569,508**	**$91,144,504**	**100%**	**94%**
Youth				
Administration	$5,872,954	$6,018,133	7%	103%
Training	27,122,571	27,856,503	31%	103%
Participant Support	4,266,339	5,397,432	6%	127%
Total Youth	($37,261,864)	($39,272,068)	(44%0	(105%)
Adult				
Administration	$9,328,290	$7,988,542	9%	86%
Training	42,636,506	37,501,636	41%	88%
Participant Support	7,342,848	6,382,257	7%	87%
Total Adult	($59,307,644)	($51,872,435)	(57%)	(88%)
TITLE IIA, OLDER INDIVIDUALS				
Administration	$394,541	$364,198	10%	92%
Training	3,267,194	2,895,063	84%	89%
Participant Support	243,498	195,030	6%	80%
TOTAL	**$3,905,233**	**$3,454,291**	**100%**	**89%**
TITLE III, DISLOCATED WORKERS				
Administration	$1,699,877	$1,554,457	14%	91%
Training	9,743,679	9,306,097	82%	96%
Participant Support	786,469	547,380	5%	70%
TOTAL	**$12,230,025**	**$11,407,934**	**101%**	**93%**
SUMMARY				
Administration	$17,295,662	$15,925,331	15%	92%
Training	82,769,950	77,559,299	73%	94%
Participant Support	12,639,154	12,522,099	12%	99%
GRAND TOTAL	**$112,704,766**	**$106,006,729**	**100%**	**94%**

TITLE IIB, SUMMER YOUTH

Over $38,000,000 of JTPA funds were available to provide summer youth programs to Illinois during 1988. Illinois used only 90% of these funds. (See Table 5.)

TABLE 5
FINANCIAL EXPENDITURES OF SUMMER YOUTH PROGRAMS
(Title IIB)

1988

USE OF FUNDS	PLANNED EXPENDITURE	ACTUAL EXPENDITURE	ACTUAL PERCENT	PERCENT OF PLAN
Administration	$6,403,847	$5,582,682	16%	87%
Training	8,478,034	7,408,901	21%	87%
Participant Support	23,851,528	21,872,483	63%	92%
TOTAL	$38,733,409	$34,864,066	100%	90%

Unlike other JTPA programs, funds for Summer Youth Programs are used primarily for participant support (63%). Eighty-seven percent (87%) of the Summer Youth participants are provided work experience which is supported by JTPA funds. Training such as academic, vocational and other experiences required 21% of the funds expended. Administrative cost of the Summer Youth Program was 16%.

JTPA PARTICIPANT CHARACTERISTICS AND SUCCESSES

The results reported in this section are for program year 1987, hereafter referred to as FY 88. The results include:

Title IIA, Employment and Training for Youth and Adults
Title IIA, Older Workers
Title III, Dislocated Workers

The Title IIB, Summer Youth program is reported separately. The Title IIA, Education and Coordination Grants, known as the 8% Funds, are reported in ICoVE's Report 15, JTPA 8% Funds.

EMPLOYMENT AND TRAINING, (TITLE IIA), OLDER INDIVIDUALS (TITLE IIA), AND DISLOCATED WORKERS (TITLE III)

In the information following, characteristics of JTPA participants are provided. The information includes (for the various characteristics) the number of participants, number of program terminations (left or completed the program), the number who entered employment, and other indications of success.

ICoVE organized participant characteristics into characteristic categories such as gender, economic status, educational status, substantial segments, race, and others for review. ICoVE also reviewed the composite results of each of these three programs in terms of participation, termination, and employment. The assessment used percentages of participant success within each category reviewed.

Activities provided to participants were reviewed as well, again examining the percentage of participants involved in various activities. Activities were also categorized.

Participation and Terminations

The number of individuals participating in JTPA programs declined from 1987 to 1988. More individuals terminated the programs in 1988 than in 1987. The number remaining in programs at the end of 1988 is over one-fourth less than the previous year. Participation may see another decline in 1989 with fewer workers being unemployed, fewer individuals available for training, and a substantially lower number continuing from the previous year. (See Table 6.)

TABLE 6
TWO-YEAR ENROLLMENT AND TERMINATION SUMMARY

STATUS	Fiscal Year 1987 Number	Fiscal Year 1987 Percent	Fiscal Year 1988 Number	Fiscal Year 1988 Percent	Percent Change
TITLE IIA, EMPLOYMENT AND TRAINING, YOUTH AND ADULT					
Youth					
Participants	31,646	100%	30,169	100%	5%↓
Terminations	24,492	77%	26,794	89%	9%↑
Remain in Program	7,154	23%	3,375	11%	53%↓
ADULTS					
Participants	34,871	100%	33,662	100%	3%↓
Terminations	25,449	73%	25,986	77%	2%↑
Remain in Program	9,422	27%	7,676	23%	18%↓
TOTAL					
Participants	66,517	100%	63,831	100%	4%↓
Terminations	49,941	75%	52,780	83%	6%↑
Remain in Program	16,576	25%	11,051	17%	34%↓
TITLE IIA, OLDER INDIVIDUALS					
Participants	3,033	100%	2,900	100%	4%↓
Terminations	2,434	80%	2,365	82%	3%↓
Remain in Program	599	20%	535	18%	11%↓
TITLE III, DISLOCATED WORKERS					
Participants	13,363	100%	12,636	100%	5%↓
Terminations	8,062	60%	7,845	62%	3%↓
Remain in Program	5,301	40%	4,791	38%	10%↓

The number of JTPA participants who terminated the program and entered employment in 1988 was slightly higher than in 1987, but the rate of terminees entering employment declined from 58% to 56%. The rate of participants who terminated increased from 73% to 79% in the two-year period. (See Table 7, page 36.)

The percentage of youth positive terminations increased slightly to 80% in 1988; however, the number decreased because the youth participation rate declined 5%. (See Table 7.)

The rate at which terminating participants of the three programs entered employment varies substantially among the programs. (See Table 7, page 36.)

A summary of highlights regarding participation, termination, and entering employment is listed below. Additional information is provided on Tables 6 (page 34) and Table 7 (page 36).

- Overall, the number of participants served by the three programs declined by 4.3%, from FY 87 to FY 88. The Dislocated Worker programs experienced the largest decline of 5.5%. Adults participating in the Title IIA Employment and Training programs showed the smallest decline (3.5%).

- Youth represented 47.6% of the Title IIA programs in FY 87 and 47.3% in FY 88.

- The Title IIA Employment and Training programs had 80% of the enrollment in the three programs; Older Individual enrollments accounted for 4% and Dislocated Worker enrollments for 16%.

- 79% of the total participants terminated the programs in FY 88.

- The percent terminating the Employment and Training (IIA) programs and Older Individuals was nearly the same (82-83%). The percentage of terminations for these two programs the prior year was 77%.

- The percent terminating Dislocated Worker programs was 20% less (62%) than the Employment and Training programs.

- The Older Individuals program exceeded its number of planned terminations by 5%; the other two programs fell short by nearly 15%.

- The percentage of "youth positive" terminations for the Employment and Training programs was 80% of those who terminated. Although a small number of youth participated in the Dislocated Worker programs (205), 78% of the terminees were "youth positive."

- Slightly less than 1/5 of the participants remained in the Employment and Training program and the program for Older Individuals at the end of the year. This is slightly fewer than the prior year which had 1/5-1/4 continuing. The percent of remaining youth dropped considerably.

- The Dislocated Worker programs had about 40% who "remained in the program" at the end of the year for both years.

Activities Serving JTPA Participants

A variety of activities are designed to help JTPA provide the necessary services needed by those served to make them more employable. JTPA participants may receive multiple services and thus participate in more than one JTPA activity to enhance their employability skills.

TABLE 7

PROGRAM SUMMARIES, 1987 AND 1988

1987

PROGRAM	Participants 1 Enrolled		Participants 2 Terminating		Entered 3 Employment		Youth Positive
TITLE IIA, EMPLOYMENT & TRAINING (youth and adults)							
	66,517	80%	49,941	75%	27,780	56%	19,204
TITLE IIA, OLDER INDIVIDUALS							
	3,033	4%	2,434	80%	1,549	64%	N/A
TITLE III, DISLOCATED WORKERS							
	13,363	16%	8,062	60%	5,839	72%	108
TOTAL	82,913	100%	60,437	73%	35,168	58%	19,312

24,492 youth terminated Title IIA programs, 78% were youth positive (31,646 participated)
140 youth terminated Title III programs, 77% were youth positive (219 participated)

1988

PROGRAM	Participants 1 Enrolled		Participants 2 Terminating		Entered 3 Employment		Youth Positive
TITLE IIA EMPLOYMENT & TRAINING (youth & adults)							
	63,831	80%	52,780	83%	27,768	53%	20,892
TITLE IIA OLDER INDIVIDUALS							
	2,900	4%	2,365	82%	1,562	66%	N/A
TITLE III DISLOCATED WORKERS							
	12,636	16%	7,845	62%	6,254	80%	97
TOTAL	79,367	100%	62,990	79%	35,584	56%	20,989

26,794 youth terminated Title IIA programs, 80% were youth positive, 30,169 participated; 124 youth terminated Title III programs, 78% were youth positive, 205 participated.

1 - Percent of participants.
2 - Percent of participants who terminated (left or completed) the program.
3 - Percent of those who terminated and who entered employment.

Because Dislocated Worker programs are designed at the local level to meet individual needs, not all services are recorded through the JTPA reporting process.

Following is a list which summarizes ICoVE's findings resulting from its overview of JTPA activities as described in Table 8 (page 38 39).

- Employment and Training programs for youth and adults relied most heavily on educational activities and work activities to assist participants toward entering employment.

- 40% of the Employment and Training program participants were involved in educational activities such as academic and remedial education and vocational training or exploration, compared to 23% of the Older Individuals and 5% of the Dislocated Worker program participants.

- 38% of the youth participate in one of the exemplary youth initiative programs which include both educational and work activities.

- Most recipients of needs based payments are participants of the Employment and Training programs (7% of the participants or 4,600). Less than 1% of the other programs receive needs based payments.

- "Services only" are used by 25% of the Employment and Training participants and 64% of the Older Individuals.

- Because the Dislocated Worker Centers develop programs to meet local needs, not all services provided are reflected by the management information system of reporting, therefore, activities become somewhat difficult to assess. Activities for only one third of the participants are identified by the system.

- Vocational training and private sector OJT were the most used educational and work activities. Between 20% and 25% of the Employment and Training and older worker participants received vocational training and 10 18% received private sector OJT.

- The most popular exemplary youth initiative program is the pre employment skills training with nearly one fourth of the youth participating. (Serves 14 15 year olds not meeting appropriate levels of academic achievement.) All but one of these programs (school to work transition) met or exceeded the planned number of youth to be served.

- Twelve activities were provided to more Employment and Training participants than planned; two were within 12% of the plan; and three were considerably under the plan (i.e. public sector OJT, 55%; school to work transition (41%); and other, 31%).

- Five activities were provided to more Older Individual participants than planned; one met planned expectations 100%; six were under (i.e.

needs based payments, public sector OJT, private sector OJT, academic training,, and other).

- Several activities offered to Dislocated Worker program participants exceeded the plan and several did not meet the planned numbers. Many activities are not reflected in the MIS.

TABLE 8
ACTIVITIES OF JTPA PROGRAMS
1988

ACTIVITY	NUMBER PARTICIPATING	PERCENT PARTICIPATING	PERCENT OF PLAN
TITLE II, YOUTH AND ADULTS Total participants 63,831; 47% Youth and 53% Adult			
Educational			
Academic Training	5,465	9%	116%
Remedial Education	2,986	5%	N/A
Vocational Training	16,245	25%	98%
Vocational Exploration	562	1%	N/A
SUBTOTAL	25,258	40%	
Work			
Private Sector OJT	11,214	18%	104%
Public Sector OJT	297	.4%	55%
Limited Work Experience	365	1%	88%
Regular Work Experience	4,010	6%	356%
SUBTOTAL	15,886	25%	
Exemplary Youth Initiatives (percentages based on youth only)			
Education for Employment	802	3%	109%
Pre Employment Skills Training	6,870	23%	110%
School to Work Transition	49	.1%	41%
Try out Employment	2,536	8%	103%
Other Entry Employment Experience	1,098	4%	108%
SUBTOTAL	11,355	36%	
Services			
Services Only	15,806	25%	204%
Employment and Training Services	34,079	54%	144%
Needs Based Payments	4,609	7%	119%
Other	221	.3%	31%
SUBTOTAL	54,715	85%	
TITLE IIA, ADULT WORKERS Total Participants 2900			
Educational			
Academic Training	61	1%	46%

(cont'd)

Table 8 (cont'd)

ACTIVITY	NUMBER PARTICIPATING	PERCENT PARTICIPATING	PERCENT OF PLAN
Remedial Education	0	-	N/A
Vocational Training	633	22%	100%
Vocational Exploration	9	.3%	N/A
SUBTOTAL	673	23%	
Work			
Private-Sector OJT	301	10%	75%
Public-Sector OJT	41	1%	53%
Limited Work Experience	30	1%	59%
Regular Work Experience	25	1%	139%
SUBTOTAL	397	13%	
Services			
Services Only	1,859	64%	149%
Employment and Training Services	2,343	81%	143%
Needs-Based Payment	9	.3%	82%
Other	10	.3%	14%
SUBTOTAL	4,221	146%	
TITLE III, DISLOCATED WORKERS 11 Total Participants - 12,636			
Educational			
Academic Training	31	.2%	46%
Remedial Education	0	0	N/A
Vocational Training	633	5%	100%
Vocational Exploration	9	-	N/A
SUBTOTAL	673	5%	
Work			
Private-Sector OJT	301	2%	75%
Public-Sector OJT	41	.3%	53%
Limited Work Experience	30	.2%	59%
Regular Work Experience	25	.2%	139%
SUBTOTAL	397	3%	
Services			
Services Only	1,859	15%	149%
Employment and Training Services	2,343	19%	143%
Needs Based Payment	9	-	81%
Other	10	-	14%
SUBTOTAL	4,221	34%	

Gender Characteristics

Females and males are equally represented in the three JTPA programs. Males have a slightly higher termination rate than females. A higher percentage of males entered employment at termination. Data about wage differences between males and females was not available.

Below is a list of gender based characteristics of JTPA participants. Additional information can be found in Table 9.

- Overall, males and females each represented 50% of the participants, but the rate differences among the three programs was widespread.
- Females outnumbered males three to two in the Older Individuals programs, but males were more likely to terminate and find employment.
- Over three out of every five participants in the Dislocated Worker programs were males.
- Overall, 2% fewer females terminated programs than males.
- Males entered employment at a rate 6% higher than females.
- The major difference in the entered employment rate for females was in the Older Individual programs.
- Among the Dislocated Worker program terminations, 80% of the males, as compared to 79% of the female terminees entered employment.

TABLE 9
GENDER

CHARACTERISTIC	Participants 1 Enrolled		Participants 2 Terminating		Entered 3 Employment		Youth Positive
TITLE IIA, EMPLOYMENT AND TRAINING, YOUTH AND ADULTS							
Male	30,529	48%	25,792	84%	14,099	55%	10,314
Female	33,302	52%	26,988	81%	13,669	51%	10,578
TITLE IIA, OLDER INDIVIDUALS							
Male	1,148	40%	954	83%	665	70%	N/A
Female	11,752	60%	1,411	81%	897	64%	N/A
TITLE III, DISLOCATED WORKERS							
Male	7,937	63%	5,296	67%	4,252	80%	53
Female	4,699	37%	2,549	54%	2,002	79%	44

(cont'd)

Table 9 (cont'd)

CHARACTERISTIC	Participants Enrolled	1	Participants Terminating	2	Entered Employment	3	Youth Positive
SUMMARY							
Male	39,614	50%	31,742	80%	19,016	60%	10,367
Female	39,753	50%	30,948	78%	16,568	54%	10,622
TOTAL	79,367	100%	62,690	79%	35,584	57%	20,989

1 = Percent of participants having the characteristic.
2 = Percent of participants who terminated (left or completed) the program, by characteristic
3 = Percent of those who terminated and who entered employment, by characteristic.

- Females showed a slight edge over males in attaining "youth positive" terminations.
- Males who terminated the programs were more likely to enter employment than females, 60% and 54%, respectively.
- Dislocated Worker female participants, like their male counterparts terminating the programs, were more likely to enter employment than females (or males) in other programs.

Racial Characteristics

JTPA programs serve a greater percentage of minorities (51%) than the minority incidence in either the total Illinois population or the Illinois workforce. The racial composition of the Dislocated Worker program more nearly reflects the Illinois population and the Illinois workforce than the other programs.

	White	Black	Hispanic	Others	Total Minorities
Illinois Population	76%	15%	7%	2%	24%
Illinois Workforce	81%	12%	5%	2%	19%
JTPA Programs	49%	40%	9%	2%	51%
Title IIA, Employment and Training	42%	46%	10%	2%	58%
Older Individuals	65%	29%	3%	3%	35%
Dislocated Workers	78%	17%	4%	1%	22%

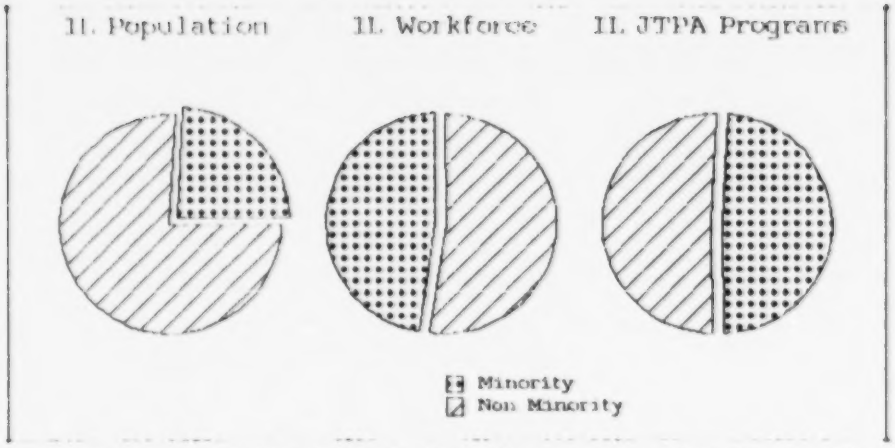


Figure 9: Relationship of minority and non minority in the Illinois population, the Illinois workforce, and Illinois JTPA programs.

Other factors related to racial characteristics are summarized below and listed in Table 10.

- 51% of the JTPA program participants served by the Title IIA Employment and Training, Older Individual and Title III Dislocated Worker Centers are minorities.
- The largest racial composition of the Title II Employment and Training program is the black population comprising 46% of the participants, as compared to the white population accounting for 42%; Hispanics for 10%; and other minorities for 2.2%.
- Blacks represent 29% of the Older Individual programs and only 17% of the Dislocated Worker programs; Hispanics comprise 3% and 4% of the programs, respectively.

TABLE 10
RACIAL CHARACTERISTICS

CHARACTERISTIC	Participants Enrolled 1		Participants Terminating 2		Entered Employment 3		Youth Positive
TITLE IIA, EMPLOYMENT AND TRAINING, YOUTH AND ADULTS							
White	26,876	42%	19,963	74%	11,627	58%	6,407
Black	29,318	46%	25,826	88%	11,666	45%	11,658
Hispanic	6,401	10%	5,904	92%	3,760	64%	2,436
American Indian/ Alaskan	121	.2%	87	72%	57	66%	39
Asian/Pacific Islander	1,115	2%	1,000	90%	658	66%	352

(cont'd)

Table 10 (cont'd)

CHARACTERISTIC	Participants Enrolled	1	Participants Terminating	2	Entered Employment	3	Youth Positive
TITLE IIA, OLDER INDIVIDUALS							
White	1,888	65%	1,441	76%	960	67%	N/A
Black	838	29%	758	90%	494	65%	N/A
Hispanic	79	3%	74	94%	38	51%	N/A
American Indian/ Alaskan	121	.2%	87	72%	57	66%	39
Asian/Pacific Islander	89	3%	86	97%	65	76%	N/A
TITLE III, DISLOCATED WORKER							
White	9,850	78%	6,078	62%	5,021	83%	86
Black	2,127	17%	1,352	64%	942	70%	7
Hispanic	482	4%	317	66%	213	67%	3
American Indian/ Alaskan	20	.2%	11	55%	8	73%	0
Asian/Pacific Islander	157	1%	87	55%	70	80%	1
SUMMARY							
White	38,614	49%	27,482	71%	17,608	64%	6,493
Black	32,283	40%	27,936	87%	13,102	47%	11,665
Hispanic	6,962	9%	6,295	90%	4,011	64%	2,439
American Indian/ Alaskan	147	.2%	104	71%	70	67%	39
Asian/Pacific Islander	1,361	2%	1,173	86%	793	68%	353
TOTAL	79,367	100%	62,990	79%	35,584	56%	20,989

1 = Percent of participants.
2 = Percent of participants who terminated (left or completed) the program.
3 = Percent of those who terminated and who entered employment.

- Hispanics are underserved by two of the programs: the Older Individuals program and the Dislocated Worker programs.

- The Hispanic population has the highest rate of terminations in all the programs. The percent of Hispanics entering employment is higher than whites or blacks in the Employment and Training programs, but lower than both in the Older Individuals and Dislocated Worker programs.

- The "other" minority group includes American Indians/Native Alaskans (only .2% of all participants) and Asian/Pacific Islanders. This last group had 2% of the total enrollment (1,361 participants). The group had a termination rate of 86%, and of those, 68% entered employment, the highest rate of all racial participant groups.

- The "entered employment" rate for blacks was 47%, approximately 17% points lower than all other groups which were in the mid to high 60% range.

- Hispanics participating in Older Individual programs also had an "entered employment rate" substantially lower than other groups.

Low Economic Status Characteristics

JTPA programs are established to provide job training to economically disadvantaged youth and adults. Several conditions which indicate low economic status are used. Although not included in this section, unemployment is also an indicator of low economic status. (See Employment Status section following.)

As shown in Table 11, some participants receive more than one form of assistance. Of the Title IIA Employment and Training participants, slightly more than one of every five have more than one form of assistance.

Over 9,000 welfare recipients entered employment. Of all participants having low income status by virtue of receiving public assistance, nearly 80% terminated the JTPA programs and slightly less than half entered employment. The exception was those receiving unemployment insurance. Three out of every four program terminations entered employment.

Of the Title IIA Employment and Training participants, only 1.7% or 1,101 were not economically disadvantaged. One hundred percent of those in the Older Individual program were economically disadvantaged.

Additional information about participants and the specific condition indicating low economic status follows and is found in Table 11.

- "Low economic status" indicators among participants of the three JTPA programs varied distinctly.

Table 11
LOW ECONOMIC STATUS INDICATORS
1988 (duplicated counts)

CHARACTERISTIC	Participants Enrolled	1	Participants Terminating	2	Entered Employment	3	Youth Positive
TITLE IIA, EMPLOYMENT AND TRAINING, YOUTH AND ADULTS							
AFDC Recipient	18,909	30%	15,250	81%	6,553	43%	6,512
WIN Recipient	14,241	22%	11,068	78%	4,608	42%	4,207
Unemployment Insurance	4,198	7%	3,350	80%	2,446	73%	511
Welfare Recipient	25,523	40%	20,959	82%	9,261	44%	8,103
Food Stamp Recipient	15,206	24%	11,176	73%	5,406	48%	2,975
Foster Child	595	1%	542	91%	134	25%	399
TOTAL	78,672	123%	62,345	79%	28,408	46%	22,707

(cont'd)

Table II (cont'd)

CHARACTERISTIC	Participants Enrolled	1	Participants Terminating	2	Entered Employment	3	Youth Positive
TITLE IIA, OLDER INDIVIDUALS							
AFDC Recipient	73	3%	61	84%	29	48%	N/A
WIN Recipient	49	2%	37	76%	16	43%	N/A
Unemployment Insurance	373	13%	300	80%	230	77%	N/A
Welfare Recipient	322	11%	299	93%	156	52%	N/A
Food Stamp Recipient	351	12%	278	79%	162	58%	N/A
TOTAL	1,168	40%	975	83%	593	61%	N/A
TITLE III, DISLOCATED WORKER							
AFDC Recipient	80	1%	47	59%	33	70%	2
WIN Recipient	56	.4%	33	59%	23	70%	1
Unemployment Insurance	6,784	54%	4,383	65%	3,491	80%	23
Welfare Recipient	128	1%	84	66%	59	70%	3
Food Stamp Recipient	164	1%	111	67%	84	76%	2
Foster Child	5	--	4	90%	4	100%	0
TOTAL	7,217	57%	4,662	65%	3,694	80%	31
SUMMARY							
AFDC Recipient	19,062	24%	15,358	81%	6,615	43%	6,514
WIN Recipient	14,346	18%	11,138	78%	4,647	42%	4,208
Unemployment Insurance	11,355	14%	8,033	71%	6,167	77%	534
Welfare Recipient	25,973	33%	21,342	82%	9,476	44%	8,106
Food Stamp Recipient	15,721	20%	11,565	74%	5,652	49%	2,977
Foster Child	600	1%	546	91%	138	25%	399
TOTAL	87,057	110%	67,982	78%	32,695	48%	22,738

1 = Percent of participants.
2 = Percent of participants who terminated (left or completed) the program.
3 = Percent of those who terminated and who entered employment.

- Dislocated worker programs had 1% or less of the participants who were identified as being AFDC, WIN, welfare, or food stamp recipients; however, 54% were receiving unemployment insurance claims.

- Three "low economic status" indicators prevalent among the Older Individual program participants were represented by 11 13% of the participants having each characteristic. These were unemployment insurance claimants, welfare, and food stamp recipients.

- Participants in Title IIA, Employment and Training programs represented considerably more of the "low economic status" indicator groups than participants of the other two programs. One difference,

however, was the low incidence of unemployment insurance claimants (7%) as compared to the other two programs.

- 22 40% of the Title IIA Employment and Training program participants received either AFDC, WIN, welfare or food stamps, the greatest proportion being welfare. In total, this represented 99% of all the participants.

- The "low economic status" indicators may reflect the proportion of long term and short term unemployment participants. Less than 1% of all dislocated worker participants were relying on any assistance other than unemployment insurance, 54% were receiving unemployment insurance. This may also indicate that most became involved in a training program rather quickly after lay off or plant closings occurred.

- The Older Individual group was characterized by about a third of the assistance received coming from each, unemployment insurance, welfare or food stamps. Less than half of these participants received assistance.

- "Low economic status" indicators were present among 99% of the Title IIA Employment and Training participants, substantially more than in the other two programs.

- Participants receiving unemployment insurance in all programs were considerably more likely to enter employment than those with other indicators of low economic status. This may suggest that those continuing to be eligible for unemployment insurance are fairly short term unemployed and find re entry into employment easier than those who have been unemployed long enough so as to no longer be eligible for unemployment insurance.

- Very minimum differences appeared in the likelihood of entering employment when using other "low economic status" indicators to group participants (40 50% of the participants in each of the other indicator groups entered employment, except those in the dislocated worker programs which had a 70 80% rate, regardless of low economic status).

- The Title IIA Employment and Training programs have a much greater percentage of participants characterized by low economic status indicators than do Older Individual and Dislocated Worker programs.

Employment Status of Participants

Only 12% of those who participate in JTPA programs are employed, 67% are unemployed. About one of every five are not in the labor force. Those not in the labor force probably include individuals seeking assistance in entering the labor force for the first time, or those who have been unemployed for such an extended period of time that they had stopped looking for employment.

Table 12
EMPLOYMENT STATUS

CHARACTERISTIC	Participants Enrolled	1	Participants Terminating	2	Entered Employment	3	Youth Positive
TITLE IIA, EMPLOYMENT AND TRAINING, YOUTH AND ADULTS							
Unemployed	40,474	64%	32,865	81%	18,781	57%	9,604
Employed	7,006	11%	5,297	76%	3,746	71%	1,694
Not in Labor Force	16,351	26%	14,618	89%	5,241	36%	9,594
TOTAL	63,831	100%	52,780	83%	27,768	53%	20,892
TITLE IIA, OLDER INDIVIDUAL							
Unemployed	2,379	82%	1,960	82%	1,279	65%	N/A
Employed	346	12%	264	76%	199	75%	N/A
Not in Labor Force	175	6%	141	81%	84	60%	N/A
TOTAL	2,900	100%	2,365	82%	1,562	66%	
TITLE III, DISLOCATED WORKERS							
Unemployed	10,166	80%	6,517	64%	5,131	79%	65
Employed	2,438	19%	1,309	54%	1,109	85%	32
Not in Labor Force	32	1%	19	59%	14	74%	0
TOTAL	12,636	100%	7,845	62%	6,254	80%	97
SUMMARY							
Unemployed	53,019	67%	41,342	78%	25,191	61%	9,669
Employed	9,790	12%	6,870	70%	5,054	74%	1,726
Not in Labor Force	16,558	21%	14,778	89%	5,339	36%	9,594
TOTAL	79,367	100%	62,990	79%	35,584	56%	20,989

1 = Percent of participants.
2 = Percent of participants who terminated (left or completed) the program.
3 = Percent of those who terminated and who entered employment.

In reviewing the information on Table 12 concerning employment status, the value of prior job experience in getting another job appears. Of those who terminated Title IIA Employment and Training programs, those who were employed when they entered the program were much more likely to enter employment when they terminated. JTPA may have provided them with upgraded skills to retain current employment or provided new skills for seeking a different job.

Participants not in the labor force were least likely to enter employment. Overall, slightly over 1/3 entered employment.

Age Distribution

Adults who terminate JTPA programs are nearly two times as likely to enter employment as those under age 21. Persons over age 55 entered employment at a rate only 2% lower than other adults.

Other results of ICoVE's review of the age distribution follow and are presented in more detail in Table 13. Overall, the three JTPA programs reviewed in this section serve 38% youth.

Table 13
AGE DISTRIBUTION OF PARTICIPANTS

1988

CHARACTERISTIC	Participants Enrolled	1	Participants Terminating	2	Entered Employment	3	Youth Positive
TITLE IIA, EMPLOYMENT AND TRAINING, YOUTH AND ADULTS							
14-15 years	2,056	3%	1,915	93%	39	2%	1,661
16-21 years	28,113	44%	24,879	88%	10,442	42%	19,231
22-54 years	31,514	49%	24,104	76%	15,988	66%	N/A
55 and older	2,148	3%	1,882	88%	1,299	69%	N/A
TITLE IIA, OLDER individuals							
55 and older	2,900	100%	2,365	82%	1,562	66%	N/A
TITLE III, DISLOCATED WORKER							
16-21 years	205	2%	124	60%	96	77%	97
22-54 years	11,400	90%	7,085	62%	5,716	81%	N/A
55 and older	1,031	8%	636	62%	442	69%	N/A
SUMMARY							
14-15 years	2,056	3%	1,915	93%	39	2%	1,661
16-21 years	28,318	36%	25,003	88%	10,538	42%	19,328
SUBTOTAL	(30,374)	(38%)	(26,918)	(89%)	(10,577)	(39%)	20,989
22-54 years	42,914	54%	31,189	73%	21,704	70%	N/A
55 and older	6,079	8%	4,883	80%	3,303	68%	N/A
SUBTOTAL	(48,993)	(62%)	(36,072)	(74%)	(25,007)	(69%)	N/A
TOTAL	79,367	100%	62,990	79%	35,584	56%	20,989

1 = Percent of participants
2 = Percent of participants who terminated (left or completed) the program.
3 = Percent of those who terminated and who entered employment.

- 39% of all the youth who terminated in Title IIA Employment and Training and Title III Dislocated Worker programs entered employment. (Of the 16-22 year age group, the percentage was 42%.)
- Youth who are Dislocated Workers participating in those programs entered employment at a 77% rate (124 youth terminations).
- Older individuals served by Employment and Training programs and Dislocated Worker centers represented 52%; those served by Older Individual programs represented 48%.

- The terminees from Older Individual programs entered employment at a 66% rate, as compared to a 69% rate of those in the other programs. The entered employment rate of Older Individual programs for the prior year was 63%.

- The average wage of Older Individual program participants who entered employment was $4.80, lower than the $5.33 average wage received by adults in the Employment and Training program, and considerably lower than the $7.76 average wage of the Dislocated Worker. Information specific to wages of older individuals who participated in these programs was not available.

- The wage average of youth entering employment from the Employment and Training program was $4.17.

- Older individuals (from all programs) terminate programs at a higher rate than the 22-54 year age group.

- The 22-54 year age group is slightly over half of all the program participants (54%); older workers make up 8% of the participants; 14-15 year olds comprise 3%; and 16-21 year olds are 36% of all JTPA participants.

- Youth terminate the programs at about a 90% rate, as compared to a 74% rate for all adults.

- The 22-54 year old age group has an entered employment rate of over 80%, as compared to the 69% rate of all participants.

Educational Achievement Levels

Approximately one of every five JTPA participants is a high school dropout. Another fifth are current students, another fifth have attended some post high education or training. The remaining two fifths are high school graduates.

A brief overview of information reported in Table 14 (page 50) is given below.

- About 40% of the JTPA participants were high school graduates, the Dislocated Workers program had slightly over half who were graduates. In addition, about one out of five had attended post high school programs.

- Dropouts represented about one fourth to one third of the participants, except they were only 13% of the Dislocated Worker programs.

- The rate at which program terminees entered employment was marginally less for Older Individuals and Dislocated Workers who were dropouts than for high school graduates and post high attendees. A much wider gap occurred for those participating in the Title IIA Employment and Training programs (i.e. 51% dropouts, as compared to 62% and 67% non dropouts).

- As would be expected, students entered employment at a lower rate (29%), except that 50% to 70% of the Older Individual and Dislocated Workers who were currently enrolled, entered employment.

- Post high attendees had the highest entered employment rates of all participants for all programs.

Table 14
EDUCATIONAL ACHIEVEMENT

CHARACTERISTIC	Participants Enrolled	1	Participants Terminating	2	Entered Employment	3	Youth Positive
TITLE IIA, EMPLOYMENT AND TRAINING, YOUTH AND ADULTS							
Dropouts	14,308	22%	11,848	83%	6,094	51%	4,074
Students	13,840	22%	12,795	92%	3,729	29%	10,220
High School Graduate	25,214	40%	19,995	79%	12,469	62%	5,141
Post High Attendee	10,469	16%	8,142	78%	5,476	67%	1,457
TITLE IIA, OLDER INDIVIDUALS							
Dropouts	980	33%	817	83%	525	64%	0
Students	89	3%	86	97%	42	49%	0
High School Graduate	1,224	42%	999	82%	671	67%	0
Post High Attendee	607	21%	463	76%	324	70%	0
TITLE III, DISLOCATED WORKER							
Dropouts	1,593	13%	1,070	67%	793	74%	7
Students	208	2%	140	67%	96	69%	3
High School Graduate	6,477	51%	4,065	63%	3,279	81%	65
Post High Attendee	4,358	35%	2,570	59%	2,086	81%	22
SUMMARY							
Dropouts	16,881	21%	13,735	81%	7,412	54%	4,081
Students	14,137	18%	13,021	92%	3,867	30%	10,223
High School Graduate	32,915	41%	25,059	76%	16,419	66%	5,206
Post High Attendee	15,434	19%	11,175	72%	7,886	71%	1,479
TOTAL	79,367	100%	62,990	79%	35,584	56%	20,989

1 = Percent of participants.
2 = Percent of participants who terminated (left or completed) the program.
3 = Percent of those who terminated and who entered employment.

Encountering Barriers to Employment

The Job Training Partnership Act provides for serving segments of the population who "encounter barriers to employment." Up to 10% of the JTPA participants need not meet the criteria for being economically disadvantaged if they fall within the definition of those encountering barriers to employment. Dislocated Worker program participants need not be economically disadvantaged.

Table 15 lists the number and percentages of this group served by Illinois JTPA programs. Nearly all are eligible for JTPA based on their economic status. Of all Title IIA Employment and Training participants, 98.3% are economically disadvantaged and 100% of the Older Individuals program participants are economically disadvantaged.

A state funded program for displaced homemakers, which is administered by DCCA and is in receipt of funds from the Perkins Vocational Education Act, may account for the low percentage of JTPA participants who are displaced homemakers.

In addition to the population groups identified in Table 15 (page 52) who encounter barriers to employment, school dropouts and older workers are also included in JTPA's eligibility criteria. ICoVE placed these two groups in other categories of participant characteristics for this review.

- Nearly half of all the participants represented populations which often encounter barriers to employment. These groups are also among those generally being the greatest economically disadvantaged segments of the population.

- The limited English speaking group had the highest rate for entering employment (76%), followed by veterans (73%), displaced homemakers (60%), and single heads of households (57%).

- The largest representation in the Title IIA, Employment and Training programs was the single heads of households. One of every five (19%) participants possessed this characteristic. Less than 10% of the participants had any one of the other characteristics (2% 9% range).

- The largest representation in the Older Individual and Dislocated Worker programs was the veterans' group, 22% and 19%, respectively. All other groups have 11% or less.

- Veterans had the highest "entered employment rate" in the Dislocated Worker programs. Handicapped had the highest "entered employment rate" in the Older Individual programs, only 1% ahead of veterans.

- Nearly four out of five limited English proficient participants entered employment from the Title IIA Employment and Training programs, but only one of three entered employment from the Older Individual programs, nearly 20% less than any other group.

- Overall teen parents entered employment nearly 20% below the average rate for all other groups encountering barriers to employment.

- Single heads of household and displaced homemakers "entered employment" at about the average rate of the group.

- Overall, handicapped participants "entered employment" substantially lower than the average of all groups encountering barriers to

Table 15

POPULATIONS ENCOUNTERING BARRIERS TO EMPLOYMENT

CHARACTERISTIC	Participants Enrolled	1	Participants Terminating	2	Entered Employment	3	Youth Positive
TITLE IIA, EMPLOYMENT AND TRAINING, YOUTH AND ADULTS							
Single Head of Household	13,642	21%	10,329	76%	5,711	56%	1,112
Limited English	1,739	3%	1,580	91%	1,229	78%	315
Displaced Homemaker	1,242	2%	850	68%	504	59%	40
Teen Parent	2,213	4%	1,906	86%	731	38%	1,385
Handicapped	5,801	9%	4,766	82%	1,864	39%	2,686
Veteran	3,985	6%	3,152	79%	2,224	71%	130
Offender	3,552	6%	2,903	82%	1,579	54%	898
TOTAL	**32,180**	**50%**	**25,486**	**79%**	**13,902**	**55%**	**7,226**
TITLE IIA, OLDER INDIVIDUALS							
Single Head of Household	109	4%	94	86%	48	51%	0
Limited English	48	2%	43	90%	14	33%	0
Displaced Homemaker	65	2%	45	69%	30	67%	0
Handicapped	155	5%	121	78%	81	72%	0
Veteran	635	22%	521	82%	369	71%	0
Offender	25	1%	22	88%	15	68%	0
TOTAL	**1,037**	**36%**	**846**	**82%**	**563**	**67%**	**0**
TITLE III, DISLOCATED WORKER							
Single Head of Household	1,434	11%	883	62%	664	75%	5
Limited English	140	1%	89	64%	62	70%	0
Displaced Homemaker	85	1%	55	65%	34	62%	0
Teen Parent	26	.2%	15	43%	9	60%	3
Handicapped	184	2%	98	53%	69	70%	0
Veteran	2,401	19%	1,596	66%	1,214	80%	0
Offender	69	1%	47	68%	28	60%	0
TOTAL	**4,339**	**34%**	**2,783**	**64%**	**2,140**	**77%**	**8**
SUMMARY							
Single Head of Household	15,185	19%	11,306	74%	6,483	57%	1,117
Limited English	1,927	2%	1,712	89%	1,305	76%	315
Displaced Homemaker	1,392	2%	950	68%	568	60%	40
Teen Parent	2,239	3%	1,921	86%	740	39%	1,388
Handicapped	6,146	8%	4,985	81%	2,020	41%	2,686
Veteran	7,021	9%	5,269	75%	3,861	73%	130
Offender	3,646	5%	2,972	82%	1,622	55%	898
TOTAL	37,556	47%	29,115	76%	16,605	57%	7,234

1 Percent of participants.
2 Percent of participants who terminated (left or completed) the program.
3 Percent of those who terminated and who entered employment.

employment (16% lower), but those participating in Older Individual programs and Dislocated Worker programs had a higher rate, nearly 15% higher than the group average.

- Offenders participating in the programs entered employment at a rate nearly equal to the average for groups encountering barriers to employment and to the overall rate for all programs.

Substantial Segment

As part of the performance indicators, JTPA has identified "substantial segments" for which the services provided are carefully monitored. The SDA and Dislocated Worker Centers plans establish service goals for each of these segments (Table 16, page 54).

- The Title IIA Employment and Training programs exceeded, met, or nearly met participation rates of substantial segments for all but one segment, dropouts. This was true for both years. The participation for Older Individuals the first year was below the plan level.

- Title IIA Employment and Training programs had a participation rate of handicapped individuals of 10%, the plan rate was less than 1%. This has been consistent for two years. Handicapped represent 5% of those served by the Older Individual program and 2% of those served by the Dislocated Worker programs. Neither have a rate established in their plan.

- Minorities are served by all programs. Blacks are served at a rate considerably higher than their proportion to the population. Hispanics are slightly higher.

SUMMER YOUTH PROGRAMS, TITLE IIB

Summer Youth Programs, authorized under Title IIB of the Job Training Partnership Act, provide services to disadvantaged youth during the summer months. Services can be offered during weekends and holidays, if deemed necessary by the PIC and CEOs of the service delivery area.

Some of the characteristics of the 31,784 participants in Illinois' summer youth programs are illustrated on Table 17 (page 55). Highlights of these include:

- Slightly more females (51%) participate than males.

- A higher percentage of males terminate the program than females.

Table 16
SUBSTANTIAL SEGMENT POPULATION

SEGMENT	Fiscal Year 1987 Planned	Fiscal Year 1987 Actual	Fiscal Year 1988 Planned	Fiscal Year 1988 Actual
TITLE IIA, EMPLOYMENT AND TRAINING, YOUTH AND ADULT				
Females	54%	52%	54%	52%
Youth	42%	48%	42%	47%
Older Individuals	3%	3%	3%	3%
Blacks	40%	44%	40%	46%
Hispanics	10%	10%	10%	10%
Other Minorities	2%	2%	2%	2%
Handicapped	0%	10%	.4%	10%
Dropouts	27%	22%	27%	22%
WIN Registrants	20%	23%	19%	22%
TITLE IIA, OLDER INDIVIDUALS				
Females	54%	58%	53%	60%
Youth	0%	0%	0%	0%
Older Individuals	100%	100%	100%	100%
Blacks	31%	28%	32%	29%
Hispanics	6%	3%	4%	3%
Other Minorities	2%	2%	1%	3%
Handicapped	0%	5%	0%	5%
Dropouts	7%	35%	8%	34%
WIN Registrants	2%	2%	1%	2%
TITLE III, DISLOCATED WORKERS				
Females	50%	34%	25%	37%
Youth	0%	2%	0%	2%
Older Individuals	50%	8%	0%	8%
Blacks	50%	18%	0%	17%
Hispanics	50%	5%	0%	4%
Other Minorities	0%	1%	0%	1%
Handicapped	0%	2%	0%	2%
Dropouts	50%	15%	0%	13%
WIN Registrants	50%	1%	0%	.4%

Table 17
SUMMER YOUTH PROGRAM
PARTICIPANT CHARACTERISTICS

1988

CHARACTERISTIC	Participants 1 Enrolled		Participants 2 Terminating		Entered 3 Employment		Youth 4 Positive	
TOTAL	31,784	100%	19,356	61%	1,750	9%	4,081	21%
Gender								
Male	15,560	49%	10,187	65%	827	8%	2,085	20%
Female	16,224	51%	9,169	57%	923	10%	1,996	22%
Age								
14-15	9,844	31%	4,524	46%	100	2%	1,212	27%
16-21	21,940	69%	14,832	68%	1,650	11%	2,869	19%
Race								
White	7,981	25%	7,705	97%	350	5%	1,180	15%
Black	19,502	61%	10,128	52%	1,142	8%	2,288	23%
Hispanic	3,306	10%	1,084	33%	214	20%	390	36%
American Indian/ Alaskan	33	.1%	16	39%	2	13%	2	13%
Asian/Pacific Islander	962	3%	423	44%	42	10%	221	52%
Educational Achievement								
Dropouts	2,017	6%	1,585	79%	165	10%	261	16%
Students	25,497	80%	14,476	57%	1,064	7%	3,142	22%
High School Graduate	2,738	9%	2,179	79%	317	15%	405	19%
Post High Attendee	1,532	5%	1,116	73%	204	18%	273	24%
Low Economic Status (Duplicate Count)								
AFDC Recipient	12,818	40%	6,605	52%	645	10%	1,344	20%
WIN Registrant	11,193	35%	5,424	48%	560	10%	1,096	20%
Unemployment Insurance Claimant	323	1%	195	60%	31	16%	47	24%
Welfare Recipient	14,597	46%	7,785	53%	785	10%	1,581	20%
Food Stamp Recipient	5,421	17%	5,303	98%	147	3%	825	16%
Foster Child	729	3%	639	88%	17	3%	161	25%
Encounter Barriers to Employment								
Single Head of Households	1,347	4%	986	73%	112	11%	178	18%
Limited English	388	1%	232	60%	7	3%	108	47%
Displaced Homemaker	12	-	10	83%	2	20%	3	30%
Teen Parent	1,372	4%	906	66%	91	10%	179	20%

(cont'd)

Table 17 (cont'd)
1988

CHARACTERISTIC	Participants Enrolled 1		Participants Terminating 2		Entered Employment 3		Youth Positive 4	
Handicapped	4,465	14%	3,885	87%	117	3%	938	24%
Veteran	21	.1%	19	90%	4	21%	5	26%
Offender	614	2%	576	94%	31	5%	75	13%
Total	8,219	31%	6,614	66%	364	5%	1,486	22%

1 = Percent of participants.
2 = Percent of participants who terminated (left or completed) the program.
3 = Percent of those who terminated and who entered employment.
4 = Percent of youth who terminated and were designated as youth positive.

- Females enter employment and have higher youth positive termination rates than males.
- 31% of the Summer Youth participants are ages 14 15, most of which have been identified as potential dropouts.
- Three of every five participants are black.
- Hispanics and other minorities participate at a rate similar to their participation in other JTPA programs.
- 80% of all the Summer Youth participants are currently enrolled in school.
- Nearly all white youth (97%) terminate the Summer Youth Program, but of the terminations, whites have the lowest entered employment rate and next to the lowest percentage of youth positive terminations.
- Four percent of all youth participants are single heads of households.
- Like their counterparts in other JTPA programs who have high rates of entered employment, participants who are limited English proficient have a high percentage of youth positive terminations. The limited English proficient youth have a very low percentage who enter employment.
- Of those populations encountering barriers to employment, the handicapped is the largest group represented with 14% of all the participants being handicapped.

Activities of the Summer Youth Program focus primarily on work experience, with 87% of the youth involved. Slightly more than one third of the Summer Youth participate in academic, remedial, or vocational training.

Other activities involving the Summer Youth Program are shown on Table 18.

Table 18
PROGRAM ACTIVITIES OF SUMMER YOUTH

1988

ACTIVITY	NUMBER PARTICIPATING	PERCENT PARTICIPATING
Unduplicated Total of All Participants = 31,784		
Educational		
Academic Training	4,303	14%
Remedial Education	3,448	11%
Vocational Training	2,215	7%
Vocational Exploration	1,447	5%
Total	11,413	36%
Job Related		
Private-Sector OJT	17	-
Public-Sector OJT	2	-
Limited Work Experience	0	-
Regular Work Experience	27,598	87%
Total	27,617	87%
Exemplary Youth		
Education for Employment	0	-
Pre-Employment Skills Training	668	2%
School-to-Work Transition	0	-
Try-out Employment	50	.1%
Total	718	2%
Services		
Services Only	1,312	4%
Employment and Training Services	9,660	30%
Needs-Based Payments	1,820	6%
Total	12,792	40%

STATE AND OTHER FEDERALLY FUNDED EMPLOYMENT AND TRAINING PROGRAMS

In addition to the federal JTPA funds for employment and training programs, DCCA administers other programs which target employment and training related initiatives. Because these funds supplement the federal effort provided by the JTPA, they are presented here, in brief, to reflect a more complete picture.

Two of the three are programs designed and funded by the Illinois General Assembly to meet specific Illinois needs. The third is federally funded to assist states with economic development efforts. All three have been coordinated with and operate in concert with JTPA programs.

COMMUNITY DEVELOPMENT AND ASSISTANCE PROGRAM (CDAP)

CDAP funds are federal funds available to Illinois from the Federal Housing and Community Development Act. Funds are for use in assisting communities to meet their needs. Emphasis of these funds is on helping individuals with low to moderate incomes. Funds are restricted to communities with less than 50,000 population in counties not receiving entitlement funds.

DCCA administers the funds to local communities for economic development, public facilities improvement, and housing rehabilitation. Local communities may, in turn, loan funds to businesses at a low interest rate in order to create jobs or retain workers. Use of JTPA for filling job openings is encouraged. Illinois received $29,687,000 in FY 87.

ILLINOIS INDUSTRIAL TRAINING PROGRAM (ITP)

The ITP, as administered through DCCA, is a companion program to the High Impact Training Services (HITS) program administered through the Illinois State Board of Education. Funded by the Illinois General Assembly, ITP promotes employment opportunities and the Illinois business climate by subsidizing the cost of training and retraining workers for employers who are locating in the state or expanding within the state.

Programs are for manufacturing employers or other major employers. Contracts are directly from DCCA with the employers to provide classroom or on the job training. Training proposals are reviewed for eligible JTPA services.

During fiscal year 1987, the Illinois General Assembly provided $4,000,000 for the ITP basic program and an additional $4,000,000 for the ITP mature industries component.

DISPLACED HOMEMAKERS PROGRAM

The Illinois General Assembly provides $442,300 for services to displaced homemakers. DCCA administers the funds through contracts with 13 organizations strategically located throughout the State. Seven are community colleges and six are community based organizations.

Funds from the federal Carl D. Perkins Vocational Education Act, administered through the Illinois State Board of Education, augment the funds by providing an additional grant to the Centers.

Displaced Homemaker Centers provide assessment, career counseling, self confidence and assertiveness training, job readiness workshops, education and training referral, job club, and support services. The services are coordinated in order to use the JTPA, community college, and adult education center resources effectively. The Perkins' funds provide support by assisting participants with tuition, child care, and transportation.

CONCLUSIONS

Programs delivered in Illinois under the Job Training Partnership Act serve economically disadvantaged youth and adults and individuals having characteristics frequently causing them to encounter barriers to employment. In addition, JTPA programs serve dislocated workers and disadvantaged youth who have been identified as potential dropouts.

Populations Served. Characteristics of the participants indicate Illinois exceeds, meets, or nearly meets all of the goals established. A slight under achievement occurs with the proportion of females and dropouts served in Employment and Training programs. The Older Individuals program slightly underserves blacks and Hispanics. Blacks have an extremely high participation rate in all other programs. Hispanics' rate of participation is marginal throughout.

In the figure below, characteristics of the populations served are summarized for three JTPA programs. The figures indicate that Illinois is serving populations generally considered difficult to serve.

PARTICIPANT CHARACTERISTIC GROUPS	TITLE IIA EMPLOYMENT & TRAINING	TITLE III OLDER INDIVIDUAL	DISLOCATED WORKERS
Low Economic Status Indicators*	110%	40%	58%
Economically Disadvantaged	98%	100%	5%
Unemployed	63%	82%	81%
Minorities	58%	35%	22%
Non-age 22-54	51%	100%	10%
Females	52%	60%	37%
Encounter Barriers to Employment	50%	36%	34%
Dropouts	22%	33%	13%
Entered Employment Rate	53%	66%	80%
Youth Positive Termination	78%	-	11%

*Duplicated Count

Figure 10: Summary of participation showing characteristics of the population served.

Performance Standards and Indicators. The cumulative achievements related to performance standards and indicators are exceeded substantially in Illinois. The extent to which Illinois exceeds these standards might suggest one of two situations. First, the performance standards may be too low. Secondly, "creaming" of applicants may be occurring.

Performance standards and indicators vary among service delivery areas. Variations among SDAs for particular standards or indicators also exist. The incidence of "difficult to serve" populations within the JTPA participant group appears so high on the surface one might rule out creaming. However, creaming can occur with individual applicants by selecting combinations of characteristics which increase the likelihood that the applicant will succeed.

Because of the success rate with JTPA performance standards, Illinois should be in a position to take advantage of this luxury to focus on fine tuning its programs. Illinois can afford to seek out the most difficult to serve without jeopardizing its performance record and can focus technical assistance in isolated areas having difficulty.

Creaming is a cost effective and efficient way to provide job training to a lot of people and to put large numbers of people back to work. The number of people being served by JTPA is declining. With the shrinking workforce and increasing number of available jobs, if JTPA has been creaming, it may already have provided services to the mass numbers of unemployed who could be successfully served quickly. If this is the case, JTPA may soon be faced with a remaining participant population which is extremely difficult to serve.

Nonetheless, JTPA is to be commended for the high rate of economically disadvantaged and persons encountering barriers to employment which it serves.

Exemplary Youth Programs. Illinois exceeded its goal in three of the four exemplary youth programs. A major component of these programs is the 14-15 year old age group of students not meeting satisfactory academic achievement. Entry employment experience is the second largest of the programs. Illinois has not met its goal in providing school to work transition for high school seniors.

Activities. Overall, JTPA programs tended not to meet enrollment goals of specific activities such as providing academic training, on the job training (OJT), and vocational training. The reasons for this are not clear, but may be that other alternatives were determined to be more appropriate. It does seem appropriate, however, to suggest that the activities be carefully reviewed to determine if some need to be emphasized. For example, it appears that academic training is minimal throughout JTPA. Employers are repeatedly saying they need workers with good academic skills.

Perhaps JTPA should review the extent to which programs are helping participants to strengthen academic skills. This could have an impact on job retention and diminish needs for future training. If immediate employment is the primary goal, perhaps extended JTPA services could be offered to provide the participants with academic services as a post participant service.

Terminations. Very little information about the services received by participants is available. Termination information needs to be categorized to reflect what training and services were provided. Those who drop out of the JTPA programs are not identified.

Those who use minimum JTPA services should be reported separately from those who use a full range of services. The information is needed to determine which JTPA activities are most successful and which type of participants benefit most from different services. The information could reveal even higher rates of success for JTPA and would be extremely beneficial to planners and decision makers.

Delivery. The 26 SDAs and 19 Dislocated Worker Centers deliver a host of programs and services to JTPA participants. Involvement of the JTPA's partnership with the local community and private sector through the LEO PIC partnerships and the Dislocated Worker Center task force advisory groups is commendable.

Objectives to meet local needs for Employment and Training are clearly identified in local plans. A clear picture of these local objectives does not always appear in the state's collected data. Some "success indicators," assumed to occur do not show up in the broad picture. Categorization of terminations might surface these activities.

Coordination with Vocational Education. Information concerning the use of vocational education and other state and federal programs to provide services for JTPA participants is the topic of ICoVE's Technical Report #17, Perceptions Which Affect Coordination Between JTPA and Vocational Education, and is therefore not included as part of this report.

Summer Youth Programs. Many summer youth program results fell short of the planned goals. Neither youth positive terminations (30% of the plan) nor youth employability enhancements (2% 16% of the plan) were met. Not quite 60% of the number planned entered employment.

Summer youth programs did provide activities such as academic, remedial, and vocational training in excess of the plan. The program, as well as the goals established, should be reviewed to determine what alterations are needed.

Entered Employment. To summarize and conclude which characteristics of JTPA participants were most likely to be prevalent among those who enter employment, ICoVE prepared a matrix of population characteristics. The matrix has three categories to reflect the likelihood of persons with specific characteristics to enter employment. The "likelihood" was designated as high, moderate or low.

The results of the various population characteristic groups who entered employment in 1988 were distributed among the three levels with those having the highest entered employment rate assigned the high column, etc. The data used were the percentage of persons having a specific characteristic who "entered employment" upon termination. Figures 11, 12, and 13 on pages 64, 65, and 66 report the results.

TITLE IIA, EMPLOYMENT AND TRAINING — 53% Entered Employment Rate

CHARACTERISTIC	HIGH	MODERATE	LOW
GENDER:	Male	Female	
AGE:	55+	22-54	16-21
ECONOMIC STATUS:	Unemployment Insurance	Food Stamp	AFDC, WIN, Welfare
RACE:	Hispanic Asian American Indian	White	Black
BARRIERS TO EMPLOYMENT:	Limited English Veteran	Displaced Homemaker Single Head of Household Offender	Handicapped Teen Parent
EDUCATIONAL ACHIEVEMENT:	Post High School	High School Graduate	Dropouts Students

Figure 11: Characteristics of participants who have a high, moderate, or low likelihood of entering employment when they terminate Employment and Training Programs.

TITLE IIA, OLDER INDIVIDUAL — 66% Entered Employment Rate

CHARACTERISTIC	HIGH	MODERATE	LOW
GENDER:	Male	Female	
AGE:	55 and older		
ECONOMIC STATUS:	Unemployment Insurance	Food Stamp	AFDC, WIN
RACE:	American Indian Asian	White, Black	Hispanic
BARRIERS TO EMPLOYMENT:	Handicapped Veteran	Displaced Homemaker Offenders Single Head of Household	Limited English Single Head of Household
EDUCATIONAL ACHIEVEMENT:	Post High School	High School Graduate	Dropouts Students

Figure 12: Characteristics of participants who have a high, moderate, or low likelihood of entering employment when they terminate Older Individual Programs.

TITLE III, DISLOCATED WORKER — 80% Entered Employment Rate

CHARACTERISTIC	HIGH	MODERATE	LOW
GENDER:	Male	Female	
AGE:	22-54	16-21	55 and older
ECONOMIC STATUS:	Unemployment Insurance	Food Stamp	Welfare AFDC, WIN
RACE:	White, Asian	Black American Indian	Hispanic
BARRIERS TO EMPLOYMENT:	Single Head of Household Veteran	Limited English Handicapped	Displaced Homemaker Teen Parent Offender
EDUCATIONAL ACHIEVEMENT:	High School Graduate Post High School	Dropouts	Student

Figure 13: Characteristics of participants who have a high, moderate, or low likelihood of entering employment when they terminate Dislocated Worker Programs.

Summer Youth Programs were reviewed using the same method to conclude which characteristics were most prevelant among the various levels of entry into employment. A Youth Positive Termination profile was also prepared. Figures 14 and 15 contain the results.

TITLE IIB, SUMMER YOUTH PROGRAM — 9% Entered Employment

CHARACTERISTICS	HIGH	MODERATE	LOW
GENDER:	Female	Male	
AGE:	16-21	-	14-15
ECONOMIC STATUS:	Unemployment Insurance Claimant	AFDC, WIN Welfare	Food Stamp Foster Child
RACE:	Hispanic	American Indian Asian/Pacific Islander	Black White
BARRIERS TO EMPLOYMENT:	Veteran Displaced Homemaker	Single Head of Household Teen Parent	Limited English Handicapped Offender
EDUCATIONAL ACHIEVEMENT:	Post High School	High School Graduate Dropouts	Student

Figure 14: Characteristics of participants who have a high, moderate, or low likelihood of entering employment when they terminate Summer Youth Programs.

TITLE IIB, SUMMER YOUTH PROGRAM 21% Youth Positive Termination

CHARACTERISTICS	HIGH	MODERATE	LOW
GENDER:	Female	Male	
AGE:	14-15	16-21	
ECONOMIC STATUS:	Unemployment Insurance Claimant Foster Child	AFDC, WIN Welfare	Food Stamp
RACE:	Asian/Pacific Islander	Hispanic Black	White American Indian
BARRIERS TO EMPLOYMENT:	Limited English	Displaced Homemakers Veteran Handicapped	Teen Parent Single Head of Household Offender
EDUCATIONAL ACHIEVEMENT:	Post High School	High School Graduate	Dropouts

Figure 15: Characteristics of participants who have a high, moderate, or least probability of being a "youth positive termination" as a result of the Summer Youth Program.

RECOMMENDATIONS

The Illinois Council on Vocational Education recommends the following initiatives to improve the adequacy and effectiveness of JTPA programs in Illinois.

- Increase activities to market the programs and services available through JTPA.
- Take advantage of the extent to which performance standards and indicators in Illinois are in excess of the required level of performance by seeking participants who are most difficult to serve.
- Review activities of JTPA participants to match the most successful and the least successful activities with specific population segments.
- Categorize termination data in order to determine minimum and maximum JTPA efforts needed to achieve "entered employment" status of clients.
- Review the Summer Youth Programs and clarify JTPA purposes, state goals, and achievements which should be sought by the program deliverers.
- Implement coordination initiatives recommended as a result of ICoVE's coordination report.
- Identify ways to increase the amount of academic training received by JTPA participants.
- Identify services from which JTPA participants might benefit after they terminate programs in an effort to retain and advance in employment.
- Explore initiatives that could provide post participation services which will contribute to maintaining employment and maintaining the Illinois workforce. Work in partnerships with the vocational education community to pilot some exemplary programs.
- Identify ways JTPA can expand its partnerships with the vocational education programs in Illinois.

RESOURCES

Illinois Department of Commerce and Community Affairs. JTPA Management Information System. On Line Summarization Report. ***Title 1BO, PY 87 and PY 86; Title 2A, PY 87 and PY 86; Title 2B, PY 87 and PY 86; Title 3, PY 87 and PY 86.*** Unpublished Data.

Illinois Job Training Coordinating Council. ***Reference Guide to Employment and Training Programs Administered by State Agencies in Illinois.*** Springfield, IL. April 1987.

Illinois Job Training Coordinating Council. ***Annual Report to the Governor and General Assembly, Job Training Partnership Act, Program Year 1986, July 1986-June 1987.*** Springfield, IL. April 1988.

Bylaws of the Illinois Job Training Coordinating Council. Adopted February 1983. Amended January 1987.

Paper Prepared for Legislative Forum. Collinsville, IL. April 18, 1988.

97th Congress, ***PL97-300 Job Training Partnership Act.*** October 13, 1982.

State of Illinois. Governor's Coordination and Special Services Plan, Program Years 1986 and 1987. Original Submission, May 15, 1986; Modification 1, February 13, 1987; Modification 2, July 9, 1987. Springfield, IL.

FEDERAL FUNDING STATEMENT

Federal Vocational Education funds provided through P.L. 98-524, the Carl D. Perkins Vocational Education Act of 1984, were used to publish this report by the State of Illinois Council on Vocational Education.

ICoVE MEMBERSHIP

GERALD W. SCHMIDT
ICoVE Chair, 1988-89
Manager, Training & Public Affairs
Caterpillar, Inc.
Aurora, IL

HON. GORDON L. ROPP
ICoVE Past Chair, 1986-88
State Representative, 88th District
Dairy Farmer
Bloomington, IL

HARTZEL L. BLACK
ICoVE Vice Chair
Dean, Correctional Education
Southeastern Illinois College
Central Administration Office for
Correctional Education
Vienna, IL

ROBERT M. BECKWITH
Manager, Education & Small Business Depts.
Illinois State Chamber of Commerce
Chicago, IL

RONALD BORELLI
President
CBM Computer Center &
James F. Cahill and Co.
Peru, IL

JAMES E. DENNY
Director, Organization/Human
Resource Development
International Minerals & Chemical Corp.
Mundelein, IL

MARIE MALINAUSKAS
Conference Coordinator
Division of Continuing Education
Southern Illinois University
Carbondale, IL

INA MINSKY
Career Counselor
Jewish Vocational Service
Skokie, IL

RONALD C. MOREHEAD
Field Representative
Illinois AFL-CIO
Manpower Assistance Program
Bloomington, IL

DR. JOSEPH C. PILAND
President
Highland Community College
Freeport, IL

VALEE L. SALONE, Esq., ACSW
Executive Director
Nia-Comprehensive Center for
Developmental Disabilities
Chicago, IL

MARY BETH STINE
System Director
Clay-Jasper-Richland-North Wayne
Regional Vocational System
Flora, IL

GERALD M. SULLIVAN
Secretary/Treasurer
Chicago Journeymen Plumbers
Local #130
Chicago, IL

ICoVE STAFF

PETER JOHNSON
Executive Director

CAROL MOELLMAN
Assistant Executive Director

KRISTI KATCHER
Secretary

PEGGY ITTENBACH
Secretary

ILLINOIS COUNCIL ON
VOCATIONAL EDUCATION
100 Alzina Building
100 North First Street
Springfield, Illinois 62702-5186
(217) 782-2892

Investing in People

An Equal Opportunity/ Affirmative Action Employer
Printed by the Authority of the State of Illinois - July, 1987 (IM-9407SB/X) No. 129